ROYAL COMMISSION ON THE PUBLIC SERVICES N INDIA
on

APPENDIX TO THE REPORT

OF

THE COMMISSIONERS.

Volume XIII

MINUTES OF EVIDENCE

Relating to the following Departments —

I POLICE DEPARTMENT, and
II REGISTRATION DEPARTMENT

Taken at Delhi, Calcutta, Madras, Bombay, and London

WITH

APPENDICES.

Presented to both Houses of Parliament by Command of His Majesty.

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ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

POLICE DEPARTMENT

At Delhi, Monday, 10th November 1913

PRESENT

THE EARL OF RONALDSHAY, M P (*in the Chair*)

SIR MURRAY HAMMICK K C S I C I E
SIR THEODORE MORISON K C I E
MAHADEV BHASKAR CHAUBAL Esq C S I
JAMES RAMSAY MACDONALD Esq , M P

And the following Assistant Commissioners —

S E WALLACE Esq Deputy Inspector General of Police Punjab
KHAN BAHADUR AGHA ALI RAZA KHAN Deputy Superintendent of Police Lyallpur
M S D BUTLER Esq C V O, C I E (*Joint Secretary*)

SIR CHARLES CLEVELAND K C I E Director of Criminal Intelligence * called and examined

61 644 (*Lord Ronaldshay*) The witness said he was a member of the Indian Civil Service and at the present time Director of Criminal Intelligence in the Government of India Before 1900 he was a district magistrate and then went on to the Inspector Generalship of the Central Provinces Police in which post he remained until the end of 1908 For a year after that he was on special duty which brought him in very close touch with the Police and he had the powers though not the position of a Deputy Inspector General He was not at present in the position of an Inspector General of Police and therefore not in a position to answer questions of detail on matters affecting the Provincial Police Forces and accordingly wished to confine his evidence to the broader issues

61 645 The present system of recruiting officers to the Police Force was introduced about 1904 Before 1893 all appointments were by nomination of Europeans in India but from that date until 1903 there was a competitive examination in England and a few appointments in India by combined nomination and examination In a few special cases Indians came in by promotion or nomination He thought the present system a distinct improvement on the older system as giving a better personnel Some undesirables got in occasionally but there seemed no royal road to their exclusion without introducing excessive patronage and partiality A system of competition amongst candidates nominated by the Secretary of State in consultation with a Board might be a small improvement but he did not think any change necessary

61 646 The present age limits for the examination 19—21 were suitable Young men coming out to India at that age were not liable to suffer in their health more than if they came out at a later age The Medical Examination for the Police Force was rather more severe than it was in the old days for a young civilian and this was as it should be

61 647 The witness then said that he thought there was a good deal to be said in favour of a course for probationers either at a University or in the Law Courts in England or both combined but on the other hand by coming out to India they had the advantages of extra adaptability and facility for acquiring new languages These two advantages were evenly balanced The course he himself took in the Police Courts and the Law Courts was extremely valuable as he obtained a practical idea of the working of the law of evidence which it was very difficult to obtain in India He disliked the idea of men coming out at an age when they might very possibly have formed ties in England or lost their adaptability to take up a new life and the facility for acquiring languages If the age limit were reduced he should be rather more in favour of a period of probation in England but he was not himself in favour of such a reduction

61 648 The witness approved of the rule in present circumstances by which the examination in England was only open to Europeans He was not satisfied with the career open to Indians in the Police but he would not propose to set that right by opening the examination in England The power of appointing domiciled Europeans direct to the superior ranks was occasionally exercised and in order to deal with very exceptional cases the power should be retained

61 649 With regard to the recruitment to 5 per cent of the superior posts by promotion from Deputy Superintendents the witness thought that up to the present the supply of qualified Indian Deputy Superintendent only just came up to the demand for this purpose He added that something near this maximum had been worked up to in most Provinces The majority of such appointments had been Indians In his own province the maximum was one and at present there was one Indian and one Eurasian He did not understand that the Police Commission ever contemplated that the Imperial Service would be recruited from the Deputy Superintendents They contemplated that Superintendentships would be given to the Provincial Police Service He would not confine prospects of the Indians in the Police to those few promotions At present the Indian could either come into the 5 per cent maximum or could stay on as a Deputy Superintendent with a maximum pay of Rs 500 neither of which were sufficient for him

61 650 The witness proposed to assimilate the Provincial Police Service to the Provincial Civil Service,

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* This witness did not submit a written statement

and he considered there were a great many posts in the Police which ought to be held by Indians on much higher pay than they now received It was nothing short of a scandal that at the present time Inspectors should be in charge of big cities such as Lahore Benares and Delhi on very small pay, and as Inspector General he had felt the need of better paid Indians in his own Province He did not think there were sufficient Deputy Superintendents or that the limits of their pay were sufficiently elastic An Indian should have a good career in the Police but that career should not be dependent on limiting the posts held by Englishmen

61 651 With regard to the present system of probation and training of Assistant Superintendents generally speaking he should like to see the Assistant Superintendent of five years standing a sounder lawyer and a better linguist and wished the course of their training modified to obtain those results To effect that he would improve if possible the training in India

61 652 With regard to the objection taken to the title of Superintendent of Police in his Province they were called District Superintendents and he did not know there was a grievance in other parts of India until he saw it mentioned in the various Memorials He thought District Superintendent of Police would be a better designation if there was any feeling about it He believed there were rather better grounds for raising the precedence of the Police than there was for taking similar action in other Departments The feeling he believed to be sufficiently strong to affect the attractiveness of the Service

61 653 With regard to the desirability of having a member of the Police Force as Inspector General, if there was a good Police Officer available, he should be taken but if the condition of the Province seemed specially to require a civilian and there was a first class civilian available he should be appointed The present orders had brought about a preponderance of Police Inspectors General but they seemed to have worked on a tradition of Civilian Inspectors General in certain Provinces It was a matter which should be left open He would not recommend a member of the Police Force from some other Province being brought in preference to giving the post to an Indian Civil Servant because local knowledge and associations were worth a great deal He thought the magisterial and administrative experience of the Indian Civil Servant were very useful and that the Indian Civil Service man carried more weight with the other Services particularly with the judicial service

61 654 On the question of pay the witness was in favour generally of time scales for all Services because he thought the luck of the Service was extremely unequal and variable The expenses of living coupled with the blocks of promotion had caught up the great liberality of the Police Commission When the Police Commission rates were published and everyone received extra pay and promotion there was great jubilation and happiness Expenses of living and the blocks of promotion in certain Provinces had now caught that up, and he was afraid there was a certain amount of genteel poverty amongst the rank of the Police and the time had come to put their pay on a proper footing A good deal of the increase in pay had been swallowed up by the abolition of the Exchange Compensation Allowance but in his own Province the abolition of permanent travelling allowance had not affected the question The Police Commission recommended that the salaries of Deputy Inspectors General should run from Rs 1 500 to Rs 2 000 and he considered the time had come when those rates should be paid he much preferred the Police Commission proposals to those finally accepted His experience was that the attractions or disadvantages of a Service were generally about 10 or 15 years late in making their appearance in Great Britain and it was rather dangerous to say that because at present a good class of recruits was being obtained therefore the conditions of service were absolutely satisfactory

61 655 With regard to pensions what Police Officers chiefly desired was that the pensions should be improved There was a very strong opinion in the Police Department in favour of 25 years Service for pension and the Indian Police Service appeared to be at a disadvantage as compared with similar services in this respect They could neither earn a small pension after a comparatively short period of Service nor a good pension after a long period They could earn a proportionate pension if they had to retire on Medical Service after ten years but he excluded that Having regard to the extreme importance of making the Indian Police an attractive career he should like to see a pension of 500*l* after 25 years leaving the Deputy Inspector General and Inspector General to earn an extra 100*l* a year under something like the present rules

61 656 The witness thought 51 was an unduly great age for a Superintendent of police A man received his Superintendentship after six or seven year s service and if he went on for another 20 odd years in that post it became very monotonous and trying It was true that a member of the Indian Civil Service recruited since 1891 could not usually retire before the age of 50 but he began his service later and his work was not nearly so monotonous as that of a police officer Police officers did not usually retire at the earliest possible moment and if the pension was left as it was at present and they had the shorter service he did not think a great many of them would retire By shortening the period of service a few would gain and a great many would build castles in the air as to what they were going to do on their retirement but when the time came they would be unable to build their castles in a concrete form

61 657 The witness also disapproved of the present rule that an officer should be kept on after the age of 55 unless there were good reasons of State to the contrary An officer should ordinarily retire at 55 He wished to make the rule much more strict largely in the interests of the Junior officers because if a man was given repeated extensions after the age of 55 he blocked promotion He would not encourage a European of over 55 to stay in India on Mofussil work

61 658 Generally speaking the witness did not think the superior cadres of the police force were adequate for the work they had to perform The basis of calculation of the superior cadre was one man per district but there were districts like Mymensingh and others in Bengal where that had not been found to work and additional Superintendents of police had been appointed and there were a good many other districts where something of the same kind ought to be introduced It was an exceedingly difficult problem at present in India to know what to do with the large districts whether to split them up or increase the staff but in either case the superior cadre of the Police would require augmentation

61 659 Witness approved of a time scale and urged some improvement in leave pay Leave pay was the great source of indebtedness in the Indian services Travelling allowances on transfer also hit the Police very hard A Superintendent of Police transferred from one district to another could not sell off his horses and there was always trouble in getting the travelling allowances of his horse and trap and family The witness also advocated station allowances because it was very hard to expect men to be Superintendents of Police in large expensive stations without any local allowance The point was considered by the Police Commission and there was a good deal of difference of opinion but personally he believed in such allowances He did not think the cost of uniform was sufficiently taken into account With the exception of the uniform allowance he was not prepared to say that the Police required the advantages mentioned more than any other Service

61 660 It would be an excellent thing the witness considered to allow an officer to commute a portion of his furlough and take the other portion on full pay and would be very widely appreciated He thought a scheme of rules might very easily be drawn up with

regard to transfer allowances Some station allowances were given, but they were not general and he should like the Commission to say that the station allowances met with their approval

61 661 With regard to Deputy Superintendents he himself warmly welcomed their creation and although as Inspector General he only saw the beginning of the working of the system he thought very highly of it and from what he had heard since he still approved of it very strongly The representation of the Police Commission that half the Deputy Superintendents should be recruited by promotion from the subordinate ranks and the other half by direct appointment had been generally adhered to and witness advised maintaining the half and half proportion so as to reconcile the interests of new candidates and of existing officers but we should be prepared to revise it if circumstances in India generally or in any special Province showed it to be necessary he would not make a fetish of it In the Central Provinces there was not a great number of recruits to select They looked for a man having the necessary qualifications *plus* education and he believed all the men chosen were graduates and he preferred a graduate if he had other qualifications

61 662 The witness would not recommend any system of competitive examination for Deputy Superintendents there should be nomination by a selection board, because if the choice were left to one man it was not quite so satisfactory With regard to selecting the men from the subordinate service for promotion to the Provincial Service personally, when selecting a man he thought of his abilities and services and whether he was fit for a higher position He had in mind a standard of what an Inspector or a Deputy Superintendent should be He did not worry about the age his idea being to give a man a good career if he deserved it When the posts were first created there was a large number of vacancies and certain deserving Inspectors of long service were rewarded It was impossible to tell whether a man who had been an Inspector for 20 years would rise to be a Deputy Superintendent but good men were generally given a chance

61 663 The witness thought there was some ground for the complaint of Deputy Inspectors that they were not given scope for their energies but were relegated chiefly to the routine of office work There were not enough Deputy Superintendents for holding charge of subdivisions there being only one per district The Deputy Superintendent could take charge of the Superintendent s office when he was away If there was only one Deputy Superintendent in the district naturally the Superintendent put him in charge of his office when he went into camp The Police Commission deliberately laid it down that that was the duty to be performed There were very few Assistant Superintendents for subdivisions and it was a very exceptional thing to have a subdivisional officer in the Police There were three or four subdivisions to a district and one or two Assistants Deputy Superintendents and Assistant Superintendents were not interchangeable in the matter of office It was distinctly laid down that the Deputy Superintendent should take the place of the Superintendent when the latter went into camp not the Assistant Superintendent who was more often than not under training That matter would work itself out only by increasing the number of Deputy Superintendents

61 664 With regard to the promotion of Deputy Superintendents to the post of Superintendent, the best way of giving Indians access to the higher posts was by that method of promotion they would then correspond to the Deputy Collectors who were given district posts in the Provincial Civil Service In his own Province the Deputy Superintendent who had been promoted to be Superintendent had been in the Provincial Service as an Extra Assistant Commissioner and after two or three years as Deputy Superintendent he was appointed Superintendent of Police he had never been in the subordinate ranks Another Deputy Superintendent who was promoted had been in the subordinate ranks but his was a very exceptional case If a man was a really first class man it should not be a bar to him that he had been an Inspector The promotion of a Deputy Superintendent to a Superintendentship affected the flow of promotion in the Imperial Branch of the Service and he did not think that had been allowed for in recruiting the Imperial Branch If it became a regular thing that a certain number of Provincial officers were to be given Superintendentships that should be taken into account when the Imperial Branch was being recruited and recruitment for the Imperial Branch in England should be reduced

61 665 With regard to pay a Deputy Superintendent would as a rule get promotion fairly late in life and would not be competing with the higher grades so that he did not think it was necessary to reduce his pay A Provincial Service man of 20 years who came into the lowest grade of Superintendent of Police should be given the full pay of the Imperial Branch but he had not thought the matter out very deeply He advocated a time scale for the Deputy Superintendents In his own Province very young Deputy Superintendents had risen to the highest grade A man of a few years service rose to Rs 500 because it was a new Service and the point was considered as to whether he ought to be kept back on account of his being a junior The view the witness took was that the luck of the Service would catch him up some time or other so that if the man was stopped when his luck was in favour and he was not helped when it was against him it would be unfair to him That very unequal state of affairs would have been avoided if there had been a time scale

61 666 The witness said he had never heard of any system of secret complaints being made against gazetted officers except the ordinary system of confidential reports The rule was that if there was anything in a confidential report the telling of which might benefit the man he should be told of it but the man was not told of things which might hurt his feelings without doing any good In the Military Department a man was told everything regardless of his feelings

61 667 With reference to complaints as to the distinctions in uniform between European and Indian officers of equal rank witness pointed out that it consisted of a puggaree instead of a helmet and the letters on the shoulder He himself recommended his Indian officers to wear the puggaree but the main point seemed to be the letters

61 668 (*Sir Murray Hammick*) The witness said the popularity of the Provincial Service in the Police was not as great as when it was first started The highest pay a Provincial Service officer could obtain if he did not reach an Assistant Superintendentship was Rs 500 a month whereas a Deputy Collector could rise to Rs 800 His idea was to increase the number of Deputy Superintendents and raise the pay of the highest grade by assimilating them to the Provincial Civil Service That would give them careers It was true the Assistant Superintendent from England might in such a case be drawing only Rs 500 a month while doing the same work as a Deputy Superintendent at Rs 800 a month but he saw no difficulty in that one man would probably have twenty years service and the other man two and the fact that the latter had his career before him would be a compensation The top grade of Rs 500 was not a sufficient attraction for the Provincial Deputy Superintendent The simple solution was to raise the pay of the grades of Deputy Superintendents have more grades and begin at Rs 200 or Rs 250 and rise to Rs 800 or have a time scale

61 669 At the time of the Police Commission Deputy Superintendents were provided for the Central Provinces He did not see how a Deputy Superintendent could have charge of a subdivision unless it was a subdivisional district There were one or two districts in the Central Provinces with subdivisions in which a subdivisional officer would be put The work of a Deputy Superintendent in a Superintendent s office did not unfit him for a Superintendent s post as the work was administrative dealing with punishments and other things He had not heard that the career

of Deputy Superintendents as Personal Assistants to Superintendents in the office was used as an excuse for showing that they were unfit to be Superintendents The idea of Inspectors being made Deputy Superintendents was that it would be a reward for good service in the Police He thought that to give men for whom there were no vacancies as Deputy Superintendents Inspectors posts with the promise that they would very soon be promoted to be Deputy Superintendents was contrary to the views of the Police Commission.

61 670 With regard to uniforms an Assistant Superintendent was not compelled to have a full dress uniform but he would find himself rather uncomfortable without it It cost a good deal and he had no advance towards it from the Government

61 671 With regard to transfers some allowance such as that given to military officers might meet the case namely first class fare for the officer and each member of his family a mileage of 8 annas for himself and 4 annas for each member of his family free passage for servants varying from three to eight 10 to 30 maunds of baggage and free conveyance of horses up to the number required to be taken on full service It was an absurdity to give double first class fare for ordinary travel and the same for transfer travel.

61 672 If Indians were allowed to go to England and compete in the examination there the witness considered that a system of competition pure and simple would be a most unsatisfactory way of filling up the Police If the present rule were withdrawn he should prefer some system of selection in England as a *pis aller* but he should not like to see the rule withdrawn. The present age at which Police officers came to India was he thought appropriate

61 673 With regard to pensions and shorter service it was a very strong argument for the shorter service of the Public Works Department that they come out two or three years older than the Police officer and that their education in England was a much more expensive one than that of the Police

61 674 The selection bar at Rs 900 a month had been exercised in the Central Provinces and he thought it was a good thing In the Central Provinces the Government of India had put in one European by special nomination to the Service a man from South Africa who had strong claims on the Government Selection had been strictly enforced in the appointment of Deputy Inspector General

61 675 With regard to any friction that might exist in the Central Provinces between the Police and the District Magistrate witness said there were always individual cases of friction but generally the Police accepted the position under the Police rules The District Magistrate exercised no powers of punishment over the Police but had a right of calling upon the Superintendent to justify transfers and to look into punishments

61 676 (*Mr Chaubal*) The witness did not object to the admission of Indians into the Indian Civil Service his objections in connection with the Police were on different grounds Even if the examination for the Imperial Service was not open to Indians he would not be prepared to increase the present 5 per cent. but he did not want it reduced

61 677 With regard to the duties of Assistant Superintendents and Deputy Superintendents the witness said they were chiefly employed on work which it was thought they could do He would not put a man on a piece of work simply because he was an Assistant Superintendent if he thought he was unfit for the work There was a difference in the character of the duties performed by the two sets of officers the Assistant Superintendent being given more disciplinary work and the Deputy Superintendent more of the work he would be specially qualified to perform

61 678 He had never had to work a sub-division which was in charge of a Deputy Superintendent but if a Deputy Superintendent were placed in charge of a sub division he would have the same responsibility as an Assistant Superintendent and in a way be performing the same duties

61 679 If the Deputy Superintendents were confined as at present only to Rs 500 witness would not be inclined to grant their request for 25 per cent of Indian recruitment though he should have great sympathy with their application. In connection with the request of the lowest grade of Deputy Superintendents that their pay should be raised from Rs 250 to Rs 300 if a man lost by being promoted something should be done to help him and he would advocate the grievance being put right either by giving the Deputy Superintendents on Rs 250 special allowance or abolishing the grade but he had not considered the matter in detail. He was inclined to think that time scales would be a good thing for the Provincial Service as for the Imperial Service but he had not studied the matter very deeply

61 680 With regard to leave allowances the arguments that had induced him to say that they were insufficient for the Imperial Services did not appear at present to apply to the Provincial Services Very few of the Provincial Service officers took as much leave as they might they would rather stay on at full pay He had known a hard worked Police Officer of 48 years service who had only taken six weeks leave during the whole of his service and he was quite fit at the end of that time

61 681 As to transfer allowance he thought both services stood on the same footing and also more or less on the same footing with regard to station allowance though in that case the expenses of the Indian officer might not be as great as the European He would not dispute the fact that on account of the general rise of prices men of the Provincial Service stationed in the principal towns would naturally require something more than when serving in the mufassal.

61 682 With reference to the Criminal Intelligence Department it began as a Thuggee Department but its present organisation dated from about 1905 after the report of the Police Commission All the orders of the Criminal Department as to duties &c were confidential There were several officers in his own Department who belonged to the ordinary Civil Police men who might revert to that branch.

61 683 (*Mr Macdonald*) Referring to the training of young Police Officers the witness said he should like to see them made better linguists and sounder lawyers He had recently considered the question of detective training for Indian Police Officers in London and his conclusions were against it the training in Scotland Yard would not be practicable

61 684 With regard to the men promoted from Inspectorships to Deputy Superintendentships in his Province the ages varied from 30 to well over 50 The Inspector promoted to be a Deputy Superintendent at the age of 30 would have a good career in front of him considering the prospects of the Department when he came to it and he could go up to Rs 500 as Deputy Superintendent with a chance of a Superintendentship In the Central Provinces there was one Deputy Superintendent who had been made a permanent Superintendent and one other was officiating in the same capacity whereas the maximum was one Apparently for the next 15 years there would be no room for other such promotions A promoted Inspector who was now officiating as Deputy Superintendent obtained his officiating Superintendentship after about three years but this was a very exceptional case It was almost impossible to forecast prospects Two young men appointed from the Provincial Service as Superintendents would block the rest for a large number of years

61 685 On the subject of the functions and departmental status of Deputy Superintendents and those of Assistant Superintendents the witness said it would not be quite true to say they were the same The functions of the Assistant Commissioner and an Extra Assistant Commissioner might seem to be similar but they were not quite so and it was difficult to explain why It was necessary to see the system at work to understand The dissimilarity was caused by the hard facts of the working of the machinery Although it might be laid down in theory that the functions and departmental status were the same as a matter of

fact in working it was necessary to make some differentiation He really did not quite know what departmental status meant, in the eyes of the public they were both *chota sahibs*

61 686 With regard to the monotony of the work of the Superintendents witness thought it was difficult to vary it in any way as there were extremely few side lines in the Police He used the argument of the monotony of Police Service as a reason for shortening the period of service for pension

61 687 (*Sir Theodore Morison*) The witness said that certain posts now held by Inspectors should be held by Deputy Superintendents An Inspector was now Kotwal of Delhi and it was absurd to expect an Inspector at Rs 250 to be a satisfactory Kotwal of such a city, it was exposing a man to enormous temptations The Kotwal should be a Deputy Superintendent To put a Deputy Superintendent as Kotwal of Delhi would necessitate an increase of the cadre

61 688 With regard to Indians in the Service he did not contemplate attempting to blend the Imperial and Provincial Services For the Indians there would be the fairly numerous posts of Deputy Superintendents and there were other ways in which Indian Police Officers could be helped in their careers as for instance by being made Inspectors General of Police in Native States In British India he did not contemplate for the present anything beyond what corresponded with the Provincial Service

61 689 He understood that between the age of leaving school and going up for examination the candidates for the Service were generally in the hands of crammers

61 690 (*Lord Ronaldshay*) The witness said that the Kotwal was the Chief Police Officer in all big cities All posts of Kotwal need not be filled by Deputy Superintendents and the line would have to be drawn by the various Local Governments

The witness withdrew

Sir Edward L French K C V O Inspector General of Police Punjab

Written Statement relating to the Police Department being a Letter from Sir Edward French K C V O Inspector General of Police Punjab to the Chief Secretary to Government Punjab No A—73 S dated 12th September 1913 (forwarded to the Joint Secretaries to the Royal Commission with a covering Letter No 315, dated the 13th October 1913)

61 691 With reference to your endorsement* No 2216 S Home dated the 23rd August 1913 forwarding a copy of a letter* dated the 1st August 1913 from the Joint Secretary to the Royal Commission on the Public Services in India and asking for certain statements and information and for an expression of my opinion on certain matters appertaining to the Imperial and Provincial Police Services in the Punjab I have the honour to report below on the points mentioned in the order in which they appear in the letter I will first deal with the Imperial Police Service

(A)—*IMPERIAL POLICE SERVICE*

61 692 **(I) Methods of Recruitment**—With regard to recruitment for the Imperial Service officers are appointed in England by the Secretary of State after competitive examination conducted by the Civil Service Commission but power is reserved to the Governor General in Council to appoint gentlemen direct as Probationary Assistants in exceptional cases Two appointments in the sanctioned cadre of Superintendents are reserved for officers of the Provincial Service I am of opinion that this method of recruitment is satisfactory and requires no modification, experience since the method was adopted showing that we obtain a good class of officer very well suited to the needs of the department and the country

61 693 **(II) Systems of Training and Probation**—Regarding the system of training of the young Probationers thus appointed they are posted on arrival in the country to the Police Training School at Phillaur for six months During this period they are instructed in law departmental rules drill and the language and they are then posted to selected districts generally large cantonments to learn practical work under the supervision of specially selected Superintendents who watch their training and studies and introduce them to investigation work inspections and touring, in fact bring them into touch with the practical application of what they have been taught at the Training School While thus observing and learning the details of police work in its different branches the Probationers are still required to devote two hours daily to the study of the vernacular under a competent teacher As they become acquainted with the language they are required to prepare briefs of cases and to attend the hearing of cases in the courts of Magistrates and Sessions Judges Within a year of their appointment they are required to pass an examination in Law Departmental Rules Drill and Riding and within two years they are required to pass a colloquial examination in Punjabi or, if serving in the North West Frontier Province the Higher Standard Examination in Pashtu provided they have not done so before entering the department I am of opinion that this system of training is suitable and that past experience has proved its value and I have no modifications to suggest

Regarding the period of probation the young officers are not permanently appointed until they have passed their departmental examinations and they are liable to supersession in seniority while in the Assistants grades for the first failure to do so and to removal from the department for failing to qualify at the second chance I consider these regulations suitable in every respect

61 694 **(IV) Conditions of Salary**—The following statement gives the rates of pay and allowances in force in 1890 and 1900 and at the present time —

Post	1890	1900	1913
	Rs	Rs	Rs
Inspector General of Police Punjab	2 250	2 250	2 500–100 –3 000
Inspector General of Police North West Frontier Province	—	—	2 000
Deputy Inspectors General of Police 1st grade	1 500	1 500	1 800
Deputy Inspectors General of Police 2nd grade	1 200		1 500
Superintendents of Police 1st grade	1 000	1 000	1 200
Superintendents of Police, 2nd grade	800	800	1 000
One Superintendent of Police	700	—	—
Superintendents of Police 3rd grade	600	700	900
Superintendents of Police 4th grade	500	600	800
Superintendents of Police 5th grade	—	500	700
Assistant Superintendents of Police 1st grade	450	450	500
Assistant Superintendents of Police 2nd grade	350	350	400
Assistant Superintendents of Police, 3rd grade	250	300	300

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* Not printed

Local allowances

1890

	Rs
Personal Assistant to Inspector General of Police Punjab	200
Superintendent of Police Peshawar City	200
To three Superintendents of Police Lahore Delhi and Amritsar	100
Assistant to Inspector General of Police Punjab	100
To four Assistant Superintendents of Police at Peshawar Lahore Delhi and Amritsar	50

1900

Assistant Inspector General Railway Police	200
Personal Assistant to Inspector General of Police Punjab -	200
Assistant to Inspector General of Police Punjab (Special Branch)	100
To five Superintendents of Police Peshawar Lahore Delhi Amritsar and Phillaur	100
Assistant Superintendent of Police Karachi (Deputy Superintendent)	100
Commandant Border Military Police	100
To five Assistant Superintendents of Police Peshawar Lahore Delhi Amritsar and Railway Police	50
Frontier Allowance for Assistant Superintendent Samana Rifles	50
Assistant Commandant Border Military Police Dera Ghazi Khan	50

1913

Personal Assistant to Inspector General of Police Punjab	200
Personal Assistant to Inspector General of Police North West Frontier Province and to two Superintendents of Railway Police -	150
To two Assistants to Deputy Inspector General Railways and Crime and to Principal Police Training School and to the Superintendents of Police Lahore and Peshawar	100
Superintendent of Police, Lahore for conveyance allowance -	50
To three Assistant Superintendents of Police at Peshawar Lahore and Mardan	50
Commandant Frontier Constabulary -	600
To five District Officers Frontier Constabulary Force	400
To two Assistant District Officers (Assistant Superintendents) North West Frontier Force	200

Regarding the question of the suitability of the present rates of pay I am of opinion that they are not satisfactory and that the system of grading by which the pay of officers depends largely on fortuitous circumstances is unsuitable A system which unduly allows one officer to benefit pecuniarily by the chances of deaths invalidments and retirements and yet debars another from pay well earned must always be unsatisfactory both from the point of view of Government and of the officers themselves and I therefore strongly recommend the incremental system of pay which it has been found necessary to introduce in several other services in India within recent years The scale which I recommend and which I consider suitable is from Assistant Superintendents on Rs 350 in their first year of service to Superintendents of Police on Rs 1 350 per mensem in their 25th year the annual increment being Rs 40 provided—

(*a*) that no Assistant acting as Superintendent should draw pay at less than Rs 700 per mensem which is at present the minimum pay of a Superintendent of Police

(*b*) that no Assistant Superintendent whose promotion to the rank of Superintendent of Police has been retarded by the Local Government should draw pay at a higher rate than Rs 700 per mensem

(*c*) that the increments should be given for approved service only but after the first increment has been admitted by the Local Government under which the officer is serving subsequent increments should be drawn on the date on which they are due and should be admitted into audit without sanction of higher authority provided that the Local Government has not issued an order withholding the increment in any particular case

For Deputy Inspectors General I would recommend an incremental scale of pay of from Rs 1 500 to Rs 2 000 the annual increment being Rs 100 but no officer acting as Deputy Inspector General should draw less than Rs 1 500

For the Inspector General I would recommend pay as at present rising from Rs 2 500 by annual increments of Rs 100 to maximum of Rs 3 000 and no officer acting as Inspector General should draw less than Rs 2 500

Local allowances to be sanctioned as at present except that the local allowance sanctioned for *the Assistant* at Lahore should be for all the Assistants and not for one only

The number of appointments sanctioned in each grade of the Imperial Police in the Punjab is given below and includes 10 officers recently sanctioned in connection with the Frontier Constabulary —

Inspector General of Police	Punjab		1
	North West Frontier Province		1
Deputy Inspectors General of Police	1st grade		2
	2nd		2
Superintendents of Police	1st grade	5 per cent	2
	2nd	15	7
	3rd	25	12
	4th	25	12
	5th	30	14
Assistant Superintendents of Police	1st grade	42 per cent	18
	2nd	42	18
	3rd	16	10

The provision for leave and training in the Imperial Service was tentatively fixed by the Government of India in their letter No 721 Home dated the 30th October 1900 at 31 2 per cent of the number of superior appointments of and above the rank of Superintendent of Police this figure being arrived at in the absence of reliable figures for the Police Department by diminishing the figure for the Indian Civil Service (39 1) by one fifth This was done on the grounds that as police officers received considerably less pay than members of the Civil Service and at the same time could only retire after 30 years service it was unnecessary to provide as high a reserve for them as for members of the Civil Service Whether this provision for leave and training is adequate it is difficult to say as the cadre has never yet been up to full strength but experience in the last few years has shown that in the hot weather when leave is most freely taken it has been necessary to call upon Assistants with four years service to act in districts and occasionally to refuse leave altogether It may also be observed that since the year 1900 when the figure 31 2 was fixed the pay of the Imperial Service has been considerably raised There is also the prospect that the present Royal Commission will confirm the recommendation of the Police Commission and that police officers may be permitted to retire after 25 years service instead of after 30 years as at present and it may be necessary later on to reconsider the present provision for leave and training

Appointments held by officers outside the cadre must be divided into two classes namely —

(*a*) Those held permanently in which may be included Messrs (1) Davis (2) Egerton (3) S Waterfield and (4) H Waterfield all of whom are in political employ and are unlikely to return to the department

(*b*) Those held temporarily in which may be included (1) Mr Petrie appointed as Additional Superintendent of Police Delhi in connection with the attempt by bomb on the life of His Excellency the Viceroy (2) Mr Isemonger acting as Assistant Director Criminal Intelligence Department under the Government of India (3) Mr Macpherson on special duty in Karnal in the Punjab in connection with cattle theft and (4) Mr Misick who was recently deputed on special duty under the Government of India in connection with the traffic in arms in the Persian Gulf

When the force is up to strength I do not think that any addition to the present cadre will be necessary At present we have a special reserve of four officers sanctioned in the grade of Assistants for officers placed on deputation and this number, I consider should be retained

This concludes the information asked for in connection with the Imperial Police Service and I now come to the Provincial Service

(B)—*PROVINCIAL POLICE SERVICE*

61 695 **(I) Methods of Recruitment.**—The appointment of Deputy Superintendents in the Provincial Service are governed by the following rules They are appointed —

Class A—by the promotion of Inspectors

Class B—by direct appointments,

Class C—by selection from amongst officers employed in Departments of Government other than the Executive Police

provided that not more that one half of the total number of appointments may be made by methods B and C, except when suitable candidates in the Inspector class are not forthcoming

In Classes B and C candidates must be statutory natives of India domiciled in the Punjab, North West Frontier Province or Baluchistan, or in a Native State under the political control of the Punjab Government or in territory under the political control of the North West Frontier Province or the Baluchistan Administration. In all three classes candidates are required to produce satisfactory evidence that they possess a minimum educational qualification equivalent to the matriculation standard of the Punjab University provided that in special cases the Lieutenant Governor may dispense with a knowledge of English as part of a candidate s qualification Appointments from class A are made by the Lieutenant Governor on the recommendations of the Inspector General provided that European officers so selected shall satisfy the Lieutenant-Governor that they are permanently domiciled in India

The qualifications of candidates from class B are as follows —

(1) The candidate must not be under 21 or over 25 years of age at his last birthday

(2) He must furnish a certificate of physical fitness as required by article 49 of the Civil Service Regulations under the rules of the Police Department

(3) He must give satisfactory evidence of (*a*) good moral character (*b*) good physique (*c*) habits of personal activity (*d*) ability to ride and (*e*) gentlemanly bearing

(4) If Urdu is not his vernacular he must have passed the examination in that language by the Higher Standard as laid down in Army Regulations India or produce satisfactory evidence that he possesses a good practical knowledge of the language If Urdu is his vernacular he must give satisfactory evidence that he can read it fluently and write the Persian character with facility

In addition to the qualifications above mentioned, the applicant must at least possess one of the following further qualifications he must be either—

(1) a member of a family of tried loyalty and distinguished service or

(2) a person of good social status and influence in the country or

(3) a person of superior educational attainments such as a distinguished graduate of an Indian University or

(4) a member of a class whose introduction into the public service the Government specially desires to encourage

The qualifications of a candidate from class C are those described in conditions (3) and (4) of class B and (1) (2) and (3) of the additional qualifications referred to above with the additional alternative qualification that he is an officer who has shown exceptional ability and promise of fitness for high office A register of candidates approved by His Honour the Lieutenant Governor is maintained in the office of the Inspector General of Police and appointments are made by His Honour from amongst the accepted candidates as necessity arises

In practice it has been found that candidates in every way suitable by education and family position are only too glad to enter the force as Inspectors on the understanding that if they do well they will be promoted to the rank of Deputy Superintendent on vacancies occurring in that rank Some dozen officers whose names were originally accepted for the rank of Deputy Superintendent but for whom there were no vacancies available have thus been appointed as Inspectors of whom three have been promoted to the rank of Deputy Superintendent

The candidates themselves prefer being appointed in this way to the alternative of having to wait perhaps for years, and the system has this great advantage that before finally appointing an officer to the rank of Deputy Superintendent Government has the opportunity of gauging the candidate s character and qualifications whilst at the same time this probationary period in the rank of Inspector forms a most valuable training for his future position as Deputy Superintendent I consider the system of appointment satisfactory The whole matter both in connection with the Imperial and the Provincial Service was very fully dealt with by the Police Commission of 1905, and it is too early yet to make any further changes

61 696 **(II) Systems of Training and Probation** —Regarding the training and probation of Deputy Superintendents it is practically the same as for Probationers in the Imperial Service described in paragraph 61 693

61 697 **(IV) Conditions of Salary** —The following are the rates of pay and allowances in force in 1890 1900 and at the present time —

Post	Grade	1890	1900	1913
		Rs	Rs	Rs
Assistant Superintendents of Police 2nd class	1st	450 400	400	—
Ditto ditto	2nd	300	300	—
Ditto ditto	3rd	200	200	—
Deputy Superintendents	1st	—	—	500
Ditto	2nd	—	—	400
Ditto	3rd	—	—	300
Ditto	4th	—	—	250

Local Allowances

1890

Second class Assistant (Border Military allowance) Rs 100

Second class Assistants were eligible for the four local allowances of Rs 50 sanctioned for the cities of Peshawar Lahore Delhi and Amritsar and Rs 40 for the Railway Police

1900

Second class Assistants were eligible for the five local allowances of Rs 50 sanctioned for the cities of Peshawar Lahore Delhi Amritsar and Railway Police

1913

Eligible for the local allowance of Rs 50 for Lahore Peshawar and Mardan

These rates of pay are not I consider altogether satisfactory and I would recommend the adoption of an incremental scale of pay for the Provincial Service rising from Rs 300 on first appointment by annual increments of Rs 20 up to Rs 800 in the 25th year of service as Deputy Superintendent provided that a Deputy Superintendent acting as Superintendent of Police should receive in addition a charge allowance of Rs 200 per mensem I advocate raising the initial pay from Rs 250 to Rs 300 as officers of the rank of inspector already draw Rs 250 together with conveyance allowance and free house accommodation so that promoting them to the Rs 250 grade of Deputy Superintendents entails a considerable loss of income

For a long time to come I consider that in the Punjab where religious feeling runs high and much jealousy and friction between Muhammadans Hindus and Sikhs exists it will be unwise to increase the number of appointments in the rank of Superintendent reserved for Deputy Superintendents and this being the case many officers will under the existing system find themselves in the Rs 500 grade after some 10 years service with little prospect of any further promotion This is bound to lead to dissatisfaction and discontent hence my proposal to grant Deputy Superintendents incremental pay up to Rs 800

The number of appointments sanctioned in each grade of Deputy Superintendent including one officer about to be sanctioned in connection with the Frontier Constabulary is —

1st grade	20 per cent	7
2nd	30	11
3rd	25	9
4th	25	8

The reserve for leave and training of Deputy Superintendents is calculated together with the reserve for Upper Subordinates (Inspectors and Sub Inspectors) at 14 per cent of the aggregate strength of these ranks sanctioned for fixed duties in accordance with Appendix XVII of the Police Commission Report This reserve is in my opinion sufficient if maintained At present owing to separate sanctions received from time to time for individual increase of officers the reserve has become weakened and is now 37 officers short of the 14 per cent sanctioned

At the present time no officers of the Provincial Service are on deputation but they are so sent when required

I do not consider that any addition to the present Provincial cadre is necessary

With regard to paragraph 3 of the letter from the Joint Secretary to the Commission * the Provincial Committee of the Indian Police Association have already submitted to the Royal Commission a representation embodying the corporate opinions of the officers of the Imperial Service in accordance with the request contained in the Royal Commission letter which accompanied Punjab Government Home endorsement No 82 dated the 4th March 1913 and a somewhat similar representation signed by 15 Deputy Superintendents of this province was forwarded to the Punjab Government under cover of my letter * No A 529—24-36 dated the 28th April 1913

Both these representations dealt categorically with the nine subjects mentioned in paragraph 3 of the Royal Commission s letter of 1st August 1913 * now under consideration and they may safely be accepted as conveying the views of the two representative witnesses (Imperial and Provincial) who will appear before the Commission to give evidence on 10th November next at Delhi

61 698 There then remains under this paragraph 3 of the letter * my views on the nine subjects cited therein as the official witness from the Department and in order to avoid repetition I have the honour to forward a copy of the representation by the Punjab Committee of the Indian Police Association and to say that with the exception of paragraphs 4 and 6 of that document I agree entirely with the views therein expressed

61 699 The representation (paragraph 61 705) refers to the system of training of officers appointed to the Indian Police and I prefer our existing system as I have already stated in paragraph 3 of this letter

61 700 Paragraph 61 706 refers to the 55 years rule—article 459 of the Civil Service Regulations If the incremental system of pay is adopted this rule will cease to affect junior officers and I consider Government would be most unwise to cancel it and thus deprive themselves of the valuable services of experienced and efficient officers five years sooner than they otherwise would at the same time unnecessarily adding to the pension charges

61 701 In regard to pensions I agree with the representation paragraph 61 709 I would urge that it would be fair on general principle that an officer s pension should bear some proportion to his pay and I would recommend that the maximum pension admissible should be Rs 700 or one third of the average pay of the officer for the past three years calculated at 1*s* 4*d* the rupee *whichever is greater* Thus an officer whose average pay is—

Rs 2 700 per mensem would receive 720*l* per annum

Rs 2 800 per mensem would receive 747*l* per annum

Rs 3 000 per mensem would receive 800*l* per annum

Rs 5 000 per mensem would receive 1 333*l* per annum

Rs 7 000 per mensem would receive 1 867*l* per annum

Rs 7 500 per mensem would receive 2 000*l* per annum

Some such condition might with advantage be applied to all services It seems unreasonable and unjust that an officer such as an Inspector General of Police in command of force of over 20 000 men and on pay of Rs 2 500 to Rs 3 000 should receive the same pension as a Deputy Inspector General on Rs 1 500 namely 525*l*

The question of the pension of Inspector General was not taken up by the Police Commission possibly because at the time most of these appointments were held either by members of the Indian Civil Service or Military officers both of whom received much higher pension than can at present be earned by an officer of the Indian Police

Government have already granted an extra pension of Rs 2 000 per annum for three years approved service in the following appointments —

Appointments	*Pay* Rs
Chief Engineer	2 500
Director General or Deputy Director General of Telegraphs	2 500
Managers North Western Oudh Rohilkhand Eastern Bengal and Assam Railways	3 000

and it seems unreasonable and unfair that an officer who judging from the pay fixed for the appointment occupies a post which is considered of at least equal if not greater importance should receive a pension of Rs 1 000 per annum less

21 Regarding the general matter of pensions I venture to invite the attention of the Commission to the enclosed pamphlet* by an officer who has evidently studied the matter deeply providing a scheme of pensions combined with Insurance and a Provident Fund for all Government servants which if workable as it would seem to be would be an immense boon to all concerned, would meet a long felt want and would do away with the present injustice and hardship often caused when an officer dies shortly before or after retirement and thus forfeits all his hard earned pension which after all is only deferred pay and should be treated as such

For the Provincial Service the existing rules seem suitable for officers serving in their own country

61 702 *Leave Rules* —With regard to the representation of the Punjab Branch of the Indian Police Association in connection with leave I submit herewith a copy* of my letter No 3391—25-17 dated 14th November 1912 to the address of Government and of the communication to which it is reply

I may add that I consider it very unnecessary and a waste of Government money to grant furlough to the subordinate ranks from Inspectors downwards and that all leave other than sick leave or privilege leave might well be limited to six months on half pay after 10 years active service subject to a maximum of 12 months during an officer s service At present furlough is granted to constables head constables and upper subordinates at the rate of one year after 10 years service or two years after 18 years service Such furlough is spent not in recruiting their health but in adding to their income by daily labour tilling the ground looking after their estates &c and is in no way to the advantage of Government

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* Not reprinted

* Not reprinted

Furlough is only necessary for officers serving at long distance away from their homes

Annexure to the above Written Statement of Sir Edward French being a Letter from S E Wallace Esq, President Indian Police Association Provincial Branch Punjab North West Frontier Province Baluchistan and Delhi to the Joint Secretary to the Royal Commission on the Public Services in India dated Lahore 21st March 1913

61 703 In reference to your letter* No 33 C dated the 8th February 1913 to the Chief Secretary to the Government of the Punjab I am desired to submit for the consideration of the Royal Commission the following representations on behalf of the officers of the Imperial Police serving in the provinces of the Punjab the North West Frontier Baluchistan and Delhi all of whom 93 in number are borne upon one cadre In point of fact these representations were already in course of preparation when your letter above referred to was received, they give expression to the corporate opinion of the officers serving in the provinces named and some of the reforms advocated have formed the subject of constant discussion and of memorials to Government for several years past

The questions upon which the Royal Commission desire an expression of opinion are —

I —Method of recruitment
II —System of training and probation
III —Conditions of service
IV —Conditions of salary
V —Conditions of leave
VI —Conditions of pension
VII —Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of services into Imperial and Provincial
VIII —Relations of the Police Service with the Indian Civil Service and other Services
IX —Any other points within the terms of the reference to the Royal Commission not covered by the preceding heads

These questions will now be discussed from the point of view of the Provincial Branch of the Indian Police Association which was established for the reasons set forth in a succeeding paragraph

61 704 **(I) Method of Recruitment** —Prior to the year 1893 appointments in the gazetted ranks of the Indian Police in the Punjab were filled by the Local Government mainly by nominations with or without a qualifying examination from amongst Civilian candidates the remainder being reserved for officers of the Indian Staff Corps Since 1893 practically all officers of the Imperial Service have been appointed in England through the medium of a competitive examination which for several years was the same as for the Indian Forest Service successful candidates having the option of entering either service Latterly however the examinations have been held separately The Provincial Branch of the Indian Police Association are of opinion that the present method of recruitment is satisfactory and requires no modification

61 705 **(II) System of Training and Probation** —In regard to the system of training the Association are of opinion that as officers entering the service come practically straight from school and rarely have any experience of life (such as that gained at a University for instance) they should on joining in India be posted during their first year to large stations and while undergoing training in practical police work under experienced police officers they should be attached to an infantry regiment for purposes of drill and discipline This practice was followed in former years with very successful results The departmental examinations should be as at present

61 706 **(III) Conditions of Service** —The conditions of service in the police were unsatisfactory in the past and are unsatisfactory at the present time In regard to the past, it may be observed that the system of recruitment obtaining prior to the year 1893 under which Military officers were eligible for appointments in the service has adversely affected the interests of many officers of the police To make the service sufficiently attractive to Military officers it was found necessary to offer them appointments in the 1st grade of Assistant District Superintendents so that they entered the service over the heads of perhaps a dozen or more Civilian officers some of several years standing and they thus rose to the few administrative appointments in the service to the exclusion of the Civilian officers they had superseded The result has been that since the organisation of the police in 1861 there have been nine Military Inspectors General of Police while only four Civilian officers have risen to that rank

The interests of the large majority of the officers of the service in this province have also been adversely affected by the system of granting extensions of service after the age of 55 years which has prevailed The Association trust that the Royal Commission will be able to recommend the discontinuance of this practice The matter has formed already the subject of two memorials to Government and it can be shown by concrete instances how officers have suffered from the prevalence of the practice

Formerly all Indian Services with the exception of the Civil Service were more or less on the same footing but in course of time other services have secured very material improvements in the conditions governing their pay pension and other matters The Police Service has not made corresponding progress and it is inexplicable to the Association why privileges allowed to the Public Works Telegraph and Forest Services have been denied to the police although this service is second to none of the sister services in importance Indeed the Indian Police Commission recorded that the duties of the police officer were among the most difficult to perform were intimately connected with the life of the people and that their importance had been under estimated The political condition of the country has year by year rendered the police officer s work more onerous but the tendency observed by the Police Commission to under estimate the importance of his duties is still apparently as strong as ever The failure of the Police Service to secure equality of treatment is due to several causes only one of which the most important need be discussed here This is the fact that the service has no representative with the Government of India The Public Works are represented by a Secretary to Government while the Telegraphs have a Director General and the Forests an Inspector General both in close touch with the Imperial Government The interests of the Police Service are entrusted to the Home Department of the Government of India which is composed entirely of officers of the Indian Civil Service The Association while in no way doubting the impartiality of these officers cannot help in the light of past experience arriving at the conclusion that the want of success of the Police Service in many directions has been due to the fact that the officers of the Home Department have rarely had any practical experience of police administration There is a general demand for suitable representation at the head quarters of the Supreme Government which might take the form of a Joint Secretary to Government in the Home Department for Police Affairs This officer should be a member of the Police Service

Some reforms were effected as a result of the recommendations of the Indian Police Commission of

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* Not reprinted

1902–03 but while the Commission themselves in the opinion of the Association did not go far enough some of their recommendations in regard to important matters were rejected without the Association cannot help thinking due consideration These will be referred to later on

The scant consideration shown to the Police Service in the past and the manner in which their representations have been treated have engendered a spirit of discontent which the Association know to be genuine and a sense of grievance which is considered to be justifiable The service moreover bitterly resent the imputations of inefficiency and misconduct which have been published broadcast in the Press and the evidences of want of confidence which have become apparent from the tenor of official documents and from the multitude of precautionary rules and regulations which it has been sought to introduce of late years These conditions cannot but adversely affect the interests of the service and consequently the public interests and as it was recognised that the only means of obtaining redress was systematic and persistent agitation the Police Service was constrained to form an Association for the purpose

61 707 **(IV)—Conditions of Salary**—The present system of graded pay in the Police Service constitutes one of the greatest grievances of the officers Formerly the Forest Public Works and Telegraph Services were all similarly paid, but within recent years they have been granted the time scale of pay which is indeed the only equitable one possible The adoption of the time scale in these services is evidence that the Government recognised the necessity for it and the unfairness of the system it replaced.

Under this time scale all officers are aware of their prospects and are guaranteed equal treatment, whereas under the grade pay system prevailing in the Police Service the position and future prospects of an officer depend upon fortuitous circumstances Thus officers who entered the service immediately after effect was given to the recommendations of the India Police Commission have enjoyed remuneration beyond their hopes while those recently appointed must under the present system be inadequately paid in the future The Association trust that the Public Services Commission will recognise the gravity of the situation when it is pointed out that the combined cadre of the Indian Police Service in the Punjab and allied provinces has been greatly increased in recent years owing to the expansion of the service and that recruits have been brought out from England in batches to bring it up to full strength Retirements on the other hand have not been accelerated and they will continue to occur for many years at approximately the rate at which the older officers in the force were appointed to a much smaller cadre For the next five years, retirements are unlikely to exceed one a year whereas during the last five years new appointments have exceeded the rate of five a year In consequence of further recent expansion new appointments will probably not decrease appreciably for some time to come

In support of the contention urged above I am desired to attach to this letter three statements showing the probable retirements and casualties of the future The Association are convinced that a study of these statements with the combined Police cadre published in the Civil List of the Punjab will satisfy the Public Services Commission of the very serious stagnation in promotion confronting the officers of the Police Service

Fortified by the justice of their request the service ask for a time scale of pay at rates at least equal to those granted to any service in India other than the Indian Civil Service or the Political Department with the proviso that an Assistant Superintendent officiating as a Superintendent shall receive the pay of a Superintendent *viz*, a minimum of Rs 700 per mensem The Association desire to point out that in fixing the payof the police officer a fact which does not appear to have received sufficient consideration is that this officer has to maintain at least one charger and expensive uniform and equipment The Association also consider that all existing allowances should be retained with the addition of substantial local allowances for Superintendents in charge of important districts on the ground of the responsibility involved and the arduous nature of the work

As regards the pay of the Deputy Inspectors General the Indian Police Commission in paragraph 70 of their report recommended that Deputy Inspectors General should be carefully selected from among the Superintendents of Police Their pay should run from Rs 1 500 to Rs 2 000 in three classes The three grades were to be paid as follows —

	Rs
1st grade	2 000 per mensem
2nd grade	1 750 ,
3rd grade	1 500

The Government of India however modified this proposal on the ground that the result of adopting it would be to create dissatisfaction with the present scale of remuneration in other Indian Services But within a short time of issuing this resolution the Government of India granted Superintending Engineers of the Public Works the very terms which had been proposed for the Police by the India Police Commission and rejected by themselves and they soon after granted to Conservators of Forests a higher rate of pay (Rs 1 900) than was allowed to Deputy Inspectors General of Police These officers remain in two grades on Rs 1 500 and Rs 1 800 The unfairness of this unequal treatment of the Police is still further emphasized by the fact that there are comparatively fewer administrative appointments in the Police Service than in the other services as will be apparent from the statement below —

Number of Administrative Appointments		Total Strength of Officers	Proportion of Administrative Appointments
Public Works Department —			
Chief Engineers	3	146	1 in 7 3
Superintending Engineers	17		
Total	20		
Forest Conservators	2	18	1 in 9
Police Inspectors General and Deputy Inspectors General	6	93	1 in 15 5

Police officers in the executive grades have therefore approximately half as much chance of rising to administrative appointments and earning an extra pension as their colleagues in the other services and when they do so succeed they are paid considerably less The Association do not recommend an arbitrary increase in the number of the lighter appointments as this must depend upon administrative necessity but they do most strongly urge that the pay of the few appointments that exist should be at least equal to that of similar appointments in other services where control is maintained over approximately only half as many officers as are committed to the charge of a Deputy Inspector General of Police

When the Indian Police Commission made their recommendation in 1903 the Government of India modified the proposals on a point of policy which was almost immediately waived in favour of two other services as stated above The force of the argument then advanced in the case of the Police Service has consequently ceased to exist and the Association trust to the Public Services Commission to obtain for the Police Service the equality of treatment to which they are entitled They consider that the scale of pay for Deputy Inspectors General as proposed by the Indian Police Commission after an exhaustive examination of the question is the minimum that can justly be prescribed for officers holding these important and responsible appointments and, in view of the fact that there are only four such appointments in a cadre of 93 officers the Association consider that two of the four should be in the Rs 2 000 grade the third on Rs 1 750 and the fourth on Rs 1 500

In connection with this question must be discussed that of acting allowances admissible to a Superintendent of Police appointed to officiate as a Deputy Inspector General In the Public Works and Forest Services officers officiating in administrative appointments draw the full pay of the permanent incumbents, and the Association fail to understand why the Police should be treated differently Here again they claim equality of treatment

A further question which calls for discussion is that of the rate of pay admissible to a police officer on furlough There seems to the Association to be no reason why a minimum allowance sufficient to enable an officer to live respectably in England without getting into debt should not be prescribed as in the case of the Indian Civil Service (*vide* article 314 of the Civil Service Regulations)

61 708 **(V) Conditions of Leave**—In regard to the question of leave the Association are practically in accord with certain representations already made by their service through the Local Government to the Government of India and it is therefore not proposed to discuss the matter here further than to recommend that privilege leave may be accumulated up to a maximum of six instead of three months as at present

61 709 **(VI) Conditions of Pension**—In connection with pensions the points for discussion are —

(*a*) the question of the period of service for pension and

(*b*) that of the scale of pension

As regards (*a*) the Association consider that the officers of the Police Service have an undeniably substantial grievance in the invidious distinction which is made between their service and the sister services In the Public Works the Indian Telegraph and the Indian Forest Services a sliding scale of pension is prescribed by which an officer may retire on a full pension after 25 years service and on a reduced pension after 20 years service while in the Indian Police Service *no pension at all except on medical certificate* is admissible until an officer has completed 30 years of active service This unfair and anomalous treatment of the Police Service was fully recognised by the Police Commission of 1902-03, and it has been repeatedly represented by the officers of the service no less than four memorials on the subject having been submitted to Government The Police Commission wrote—

> It has been strongly recommended that the compulsory ' period of service for pension should be reduced The Commission consider that the period of 30 years is too long Government should have power to compel the retirement of any officer after 25 years of service and an officer should be entitled to retire after 25 years service on full pension if he desires to do so This is especially necessary in the higher ranks of the service owing to the desirability of making the service reasonably attractive and the necessity of having active men and getting rid of men who may not be fit for efficient service but in consideration of the very trying nature of police work the Commission would be glad to see this rule applied to the whole force

The recommendations of the Police Commission under other heads as modified by the Government of India and His Majesty s Secretary of State for India came into effect during the years 1905-07, but the recommendation regarding the period of service for pension was disposed of in the following words in the Government of India resolution on the Report of the Commission

> The Government of India are unwilling to delay a decision upon more emergent matters by considering the difficult question of the period of service for pension They propose therefore to deal separately with the Commission s proposals under ' this head

No decision having been announced up to the year 1907 the officers of the Imperial Police Service of this province in that year memorialised the Secretary of State praying that they might be allowed to retire on a full pension after 25 years service The reply received was that the Secretary of State as then advised did not see his way to admitting the Police Service to the benefit of this rule

In June 1908 the officers of the Police Service submitted a second memorial to the Secretary of State praying for a reconsideration of the decision The Secretary of State replied that the Government of India had made no recommendations in support of the memorial and that after consideration of the matter he was unable to accede to the prayer

In 1910 the officers naturally dissatisfied with this decision submitted a third memorial to the Secretary of State praying (1) that the privilege of retiring after 25 years service granted to other services might be extended to the Police and (2) for a better scale of pension

In reply, they received the consoling information that the Secretary of State had deferred a final decision in the matter

> pending the result of a general statistical enquiry on which the Government of India were engaged regarding the cost of pensions in the various departments of the public service and the ' probable effect of any modification in the present ' rules

As nothing further was heard of the matter the officers of this service again for the fourth time, memorialized the Secretary of State in February 1911 For two years no reply was received to this representation, but at the end of January 1913 the memorialists were informed that the Secretary of State had decided that the matter should be referred to the Royal Commission on the Public Services in India

In view of the fact that other services formerly on the same footing as the Police Service have long since received the benefit prayed for in these repeated memorials the dalliance displayed in dealing with the case of the Police Service has produced more discontent amongst police officers than seems to be realised by Government If allowed to continue it cannot fail to be prejudicial to recruitment for the service in England and to the efficiency of the force It is now the hope of the officers of the Police Service that they may receive at the hands of the Royal Commission on the Public Services in India a more sympathetic and considerate hearing of their well founded grievances than has been hitherto accorded to them

As regards (*b*) of paragraph 15 namely, the question of the scale of pension the Association have the following remarks to offer They desire to impress upon the Commission the fact that the maximum pension now admissible to a gazetted police officer after 30 years service *viz* Rs 5 000 per annum was fixed in 1855 (no less than 58 years ago) when the cost of living both in England and in India was far less than it is at the present day The Court of Directors* of the Honourable East India Company when laying down this scale of pension in their despatch to the Government of India† referred to the amount of pension as 500*l* or Rs 5 000 per annum There is no information available as to why the latter currency was selected when the rules were embodied in the Civil Service Regulations) The exchange value of this same pension is to day only 437*l* 10*s* at the rate of 1*s* 9*d* per rupee at which pensions are payable in England So that while the cost of living has enormously increased in England since 1855 a far smaller pension is paid the pension to day being worth 62*l* 10*s* less than when originally fixed The Association feel convinced that the Public Services Commission will see how necessary it is completely to revise the present rules relating to the grant of pensions to police officers

In view of the considerations stated above and of the nature of police work, which has become more arduous and exacting than ever, the Association strongly urge upon the Public Services Commission the necessity for more liberal treatment and they trust that their claims to the following well deserved privileges will be admitted —

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* Honourable Court of Directors, No 21 (Finl) dated 21st February 1[illegible]

† Government of India dated 19th May 18[illegible], No 1934 (Finl)

(*a*) Option to retire on a full pension of 600*l* a year after 25 years service

(*b*) Option to retire on a pension of 400*l* a year after 20 years service

(*c*) Retirement on medical certificate after 10 years service on a pension of 200*l* and thereafter an additional pension of 20*l* for each completed year of service up to 19 years service

(*d*) After three years of approved service in the rank of Deputy Inspector General or Inspector General an additional pension of 100*l* per annum in the case of the former and 200*l* in the case of the latter

61 710 **VII —Such limitations as may exist in the employment of non Europeans, and the working of the existing system of division of services into Imperial and Provincial.**—In regard to the limitations at present existing in the employment of non Europeans in the gazetted grades of the Indian Police the Association, while welcoming the co operation of Indians in the wide field of employment recently opened to them by the creation of a Provincial Service do not consider that it would be in the public interest to extend to them the same conditions of recruitment as obtain for the Imperial Service There is no representative demand for such extension and in existing political circumstances the Association do not consider that the good government of the country would be served by a modification of the present conditions The Indian Police Commission in discussing the question of Indian Superintendents of Police wrote —

> The Lieutenant-Governor of the Punjab foresees serious difficulties in giving effect to this scheme and the Chief Commissioner of the North West Frontier Province considers that it would be absolutely impracticable there

61 711 **(VIII.)—Relations of the Services with the Indian Civil Service and other Services**—As regards the relations of the Police Service with the Indian Civil Service and other services the Association consider that they are eminently satisfactory

61 712 **(IX.)—Other Points**—There is another question which the Association desire to bring to the notice of the Commission and which they consider has never received the attention it merits that is the official and social status of police officers The Association are of opinion that the present status of officers of the Police Service is in no way commensurate with the importance of their duties their responsibilities or the position they occupy in the administration of the Government of the country According to the Indian Police Commission the duties of the police officer are among the most difficult to perform, are intimately concerned in the life of the people and their importance has been under estimated With the sole exception of the Deputy Commissioner there is no officer in any other department of Government who is so closely connected with the direct government of the people as the police officer The Association imagine that it was in consideration of his position as head of the local administration and as the local representative of Government in view of his authority as such and his direct relations with the people that the Deputy Commissioner s status was determined and they think that the same considerations in a lesser degree, of course should influence Government in assigning a position to the Superintendent of Police who of all others is the officer most intimately associated with the Deputy Commissioner in the work of ruling the people but in view of the unique position occupied by the police officer it is not possible to determine his official position by means of comparison with that of members of what are called the sister services and the Association therefore do not propose to enter into any such comparison.

To begin with the Inspector General this officer is the head of a department consisting of a disciplined force numbering in the larger provinces, from about 20 000 to over 34 000 rank and file and over a hundred gazetted officers he draws an average salary of Rs 2 750 his jurisdiction extends over the whole province, and yet this officer ranks below a Colonel commanding a regiment The Association venture to think that a suitable place to assign to the Inspector General would be in No 34 of the existing Warrant of Precedence

The Deputy Inspector General of Police fulfils most of the functions of the Inspector General within a more restricted area, that is his Range consisting usually of 10 districts he is generally an officer with over 25 years service his average salary is Rs 1 650 and he is in command of a force of some 6 000 rank and file and 30 or more gazetted officers The importance of his duties can be estimated by comparison with those of the Inspector General and the Association think it will be admitted that he is entitled to a far higher position than that which he at present occupies The Association would place this officer in No 49 of the Warrant

In regard to Superintendents the Association think they should be divided into two classes—those drawing Rs 900 or over and those in receipt of less than Rs 900 The Superintendent is an officer the importance of whose duties and whose responsibilities have the Association think always been under estimated. He is in command of a large body of men numbering from about 500 to 1 800 and usually has two or more gazetted officers serving under his orders His salary ranges from Rs 700 to Rs 1 200 and his service usually from 8 to 25 years The Association would divide Superintendents into two classes as mentioned above those drawing Rs 900 and upwards who generally have more than 20 years service they would recommend should be placed in No 73 and those drawing less than Rs 900 in No 78 of the existing Warrant

In conclusion, I am desired to say that there are certain other questions which in the opinion of the Association require investigation such for instance as the travelling allowance admissible on transfer and the rate of halting allowances on tour These allowances were fixed many years ago when the cost of living and transport were incomparably less than at present and they are in no way adequate at the present day These and other points the Association propose to leave to be dealt with by their representatives who will give evidence before the Commission

[TABLE A —*Or Table of Superannuation Retirements at the age of* 55 *years*

Year	Name of Officer taking Superannuation Pension.	Total
1913	Williams	1
1914	Phillips (only affects about 11 officers) Sir Edward French (granted two extensions after attaining the age of 55 years)	1
1915	Plowden	1
1916	Rundle	1
1917	Wallace	2
1918	Close	1
1919	Colonel Dennys Donald Temple Beaty	4
1920	Stewart, Donald	2
1921	Fitzgerald Spencer	2
1922	Farquhar	1
1923	Perkely Rehill	2
1924	Kemball	1
1925	——	—
1926	Tomkins L L Mercer	2
1927	Broadway Tomkins E W Scott Chisholm	4
1928	Wilkin	1
1929	Wall, Hennessy (only affects 13 officers on the present cadre)	2
1930	Macpherson, Cocks Hadow Glascock	4
1931	Isemonger	1
1932	Goldney Boyle Stead Gregson	4
1933	Coventry Weston	2
1934	Petrie Baskett Fitzgerald	3
1935	Bowring	1

TABLE A —*continued*

Year	Name of Officer taking Superannuation Pension	Total
1936	Iver Handyside Howell	3
1937	Adam Mackenzie Marshall	3
1938	Chadwick Short	2
1939	Wickham Ewart Prickard	3
1940	Misick	1
1941	Foster Lillie Slattery Vivian Hicks Crawford Toms Lorimer	8
1942	Duncan Woodhouse Waite Slesser	4
1943	Orde, Fooks Halland MacRae Lawther	5
1944	Bennett Whistler Cooke Jones Coatman Horton	6
1945	Wilson Vickery Beatty Donaldson Beaver Heron Unwin, Nevill	8
1946	Smith, DeGale Andrew	3
	Total	89

TABLE B —*Or Table of possible Voluntary Retirements on Full Pension after completing* 30 *Years Service*

Year	Names of Officers	Total
1913	Rundle (1916) Wallace (1917)	2
1914	Close (1918) Plowden (1915)	2
1915	——	—
1916	Berkely (1913)	1
1917	Stewart (1920) Beaty (1919)	2
1918	Fitzgerald (1922) Donald (1919) Donald (1920)	3
1919	——	—
1920	Farquhar (1922)	1
1921	Tomkins L L (1926) Kemball (1924)	2
1922	Mercer (1926) Rehill (1923)	2
1923	Broadway (1927) Tomkins E W (1927)	2
1924	Scott (1927), Chishlom (1927) Wilkin (1928)	3
1925	——	—
1926	Macpherson (1930) Cocks (1930) Hennessy (1929)	3
1927	Goldney (1932), Hadow (1930) Boyle (1932)	3
1928	Isemonger (1931) Wall (1929) Stead (1932)	3
1929	Gregson (1932) Glascock (1930) Coventry (1933)	3
1930	Weston (1933) Petrie (1934) Baskett (1934)	3
1931	Iver (1936) Handyside (1936) Bowring (1935)	3
1932	Howell (1936) Adam (1937) Chadwick (1938) Mackenzie (1927)	4
1933	Fitzgerald (1934)	1
1934	Marshall (1937) Wickham (1939) Misick (1940) Short (1938)	4
1935	Ewart (1939) Prickard (1939) Foster (1941)	3
1936	Lillie (1941) Slattery (1941) Vivian (1941) Duncan (1942) Hicks (1941), Crawford (1941)	6
1937	Toms (1941) Woodhouse (1942) Lorimer (1941) Orde (1943) Waite (1942)	5
1938	Slesser (1942) Fooks (1943) Bennett (1944) MacRae (1943) Lawther (1943)	5

TABLE B —*continued*

Year	Names of Officers	Total
1939	Halland (1943) Whistler (1944) Wilson (1945), Vickery (1945) Cooke (1944) Beatty (1945) Donaldson (1945)	7
1940	Beaver (1945), Jones (1944) Heron (1945) Coatman (1944), Unwin (1945) Horton (1944)	6
1941	Smith (1946) Andrew (1946) Nevill (1945) DeGale (1946)	4

All officers who attain the age of 55 before completing or as soon as they have completed 3 years' service are omitted from the table as also is Colonel Dennys

TABLE C —*A list of the casualties in the Police Force during the last* 30 *years*

[Casualties include all retirements on medical certificate before completion of 30 years service all deaths under 30 years service and all vacancies caused for any reason out of due course]

Year	Vacancies and reasons for each Vacancy and length of Service	Total
1883	1 dismissed (11 years)	1
1884	1 permanently seconded (1 year)	1
1885	1 death (24 years) 2 medical certificate (12 years 25 years)	3
1886	——	—
1887	——	—
1888	4 permanently seconded (4 years 5 years, 9 years, 15 years)	4
1889	——	—
1890	1 permanently seconded (3 years), 1 death (12 years) 1 medical certificate (22 years), 1 resignation (17 years)	4
1891	——	—
1892	——	—
1893	1 death (28 years) 1 permanently seconded (9 years)	2
1894	1 death (7 years), 1 resignation (5 years)	2
1895	1 permanently seconded (4 years) 1 death (21 years) 1 medical certificate (28 years)	3
1896	1 permanently seconded (3 years)	1
1897	1 permanently seconded (12 years)	1
1898	1 death (25 years)	1
1899	——	—
1900	2 deaths (4 years 5 years), 1 resigned (8 years)	3
1901	——	—
1902	——	—
1903	1 medical certificate (29 years)	1
1904	2 deaths (5 years a few months) 1 medical certificate (28 years)	3
1905	1 death (1 year)	1
1906	1 medical certificate (25 years)	1
1907	——	—
1908	1 death (8 years) 1 dismissed (12 years) 1 medical certificate (10 years)	3
1909	——	—
1910	——	—
1911	——	—
1912	1 medical certificate (25 years)	1

Sir EDWARD L FRENCH K C V O, called and examined

61 713 (*Lord Ronaldshay*) The witness said his career in the Police had been entirely in the Punjab It had been customary to appoint a member of the Police Service to the Inspector Generalship ever since the Police Force was started in 1861 and in the Punjab there had never been an Indian Civilian occupying the position All the members of the Service were unanimous in preferring a Police Officer as Inspector General

61 714 He was satisfied with the present system of recruiting officers by examination in England and thought it had been producing excellent material The men seldom went to Universities He believed the majority were public school boys. Although the

age limit at present 19-21 might cut across the ordinary educational courses in England, he thought it was a suitable age at which to hold the examination. The time between leaving school and going up for the examination was generally spent with a crammer and the recruits reached India between the ages of 20 and 21 He had not noticed that they suffered in health as a result of coming out at that age as compared with men of the Indian Civil Service who came out later There had been some cases of men breaking down, but he did not think that was due to age

61 715 The witness was not in favour of a probationary course in England he preferred the present arrangement The linguistic attainments of the officers of the force were now good Before officers became Superintendents of Police they had eight years in which to work up the language and they obtained their knowledge entirely from practical experience He did not believe in studying the vernaculars in England. After his officers had been in India 18 months they had to pass an examination in the colloquial language He considered there would be no harm in stiffening up the language examination although there had been no complaints in that respect

61 716 He approved of the rule which laid down that only young men of English descent were eligible for the competitive examination in England, and he had heard no criticism of that rule in India He was not in favour of recruiting Indians to any appreciable extent for the higher branches of the Service certainly not more than at present No officers had been directly appointed in India to the Imperial Branch in the Punjab since the reorganisation in 1905 though one officer has been so appointed in the North West Frontier The Governor General in Council had the right on occasion to appoint a man from the domiciled community directly but it had not been exercised. He did not think there was any harm in retaining the power provided it was very rarely exercised.

61 717 The witness did not think there was much objection to the title of Superintendent The objection to the old title of District Superintendent was that its abbreviation, D S P applied also to the Deputy Superintendent of the Provincial Service He knew that a number of officers would prefer to revert to the old name but he did not attach much importance to the matter one way or the other

61 718 The witness then advocated an incremental scale of pay and said there was a strong feeling in the ranks of the Service in favour of it A considerable improvement in the pay of the Force was made as the result of the recommendations of the Police Commission.

61 719 With regard to the recruits obtained under the present condition of pay and pension, there had been no difficulty yet, but he had no doubt that in the future there would be considerable difficulty The 99th man in the list at present would not become a Superintendent for over 20 years at the ordinary rate of vacancies That difficulty would be met if the graded system were changed into an incremental system The uncertainty of promotion resulting from the graded system caused a great deal of heart-burning in officers who compared their case with officers in other Provinces and services where promotion was extra rapid. It was not so much the amount of pay that was deficient as the method by which the pay was granted. No Assistant Superintendent whose promotion to the rank of Superintendent had been stopped by the Local Government should be allowed to draw pay at a higher rate than Rs 700 per month but otherwise there should be no check A charge bar was unnecessary but there should be a proviso that no one acting as a Superintendent should draw less than Rs 700 The fact that owing to exceptional causes for which the officer himself was in no way to blame an officer of say 10 years service found himself still an Assistant was no good reason for refusing him the pay which his good service entitled him to even if this was in excess of Rs 700 per mensem. The adoption of the incremental system would do away with the large amount of clerical labour involved in calculating the present officiating allowances, and would in addition result in a considerable saving to Government whenever officers took leave on half pay instead of as at present resulting in considerable increased expenditure due to officiating allowances being granted all down the cadre

61 720 With regard to promotion there was nothing to complain of at present in the Punjab but he was thinking of the future. Vacancies were occurring at the rate of about two a year and for the last four years recruiting had proceeded at the rate of four or five a year so that there was bound to be a bad block in the future The Service was not up to strength even now

61 721 With regard to furlough the witness said he was a strong advocate for commutation The average amount of furlough taken by the officers of the rank of Superintendent and upwards was one fifteenth of their average active service That figure was obtained from the 48 officers actually in and above the grade of Superintendent of Police and they would all be men who had served for over eight years at any rate the last man on the list being one with nine years service In the future he thought men would take a good deal more leave because in the past leave was affected by the very bad pay before 1905 and officers were taking very much more leave now Things were not so bad at present but there was still a large number of officers who could not take leave on account of the insufficient leave allowance and it was they who would mainly appreciate the proposal of commutation

61 722 With reference to pension, one of the chief reasons why he wished to see the period of obligatory service reduced was to secure equality of treatment with other services He did not think however that the concession would be taken much advantage of A certain number of men who could afford it would retire at the younger age and this would bring promotion to the others With a time scale there would not be such a strong argument for the 25 years rule His own opinion was that a man could serve efficiently for 30 years The demand for the reduction of the period of service came not only from the older men the younger men were just as strong in demanding it He was of opinion that Government should retain the existing rule under which an officer was entitled to extensions after he was 55 years of age if he was absolutely efficient in every way and had not been superseded for any appointment By reducing the period of service to 25 years a man would be able to go to England and take up work before he was absolutely on the shelf and it improved prospects and promotion

61 723 The witness then explained that in the Punjab the class of officer now called a Deputy Superintendent had existed for many years Such officers used to be known as Assistant Superintendents second class and it was presumably this arrangement which had blossomed into the Deputy Superintendent system. At present the recruiting was about half by direct appointment and half by promotion. When he became Inspector General he found a certain number of officers had been put into the Inspector s rank direct with a promise that if they did well, their claims would be considered for one of the direct appointments and there were about 12 men now who were ear marked for Deputy Superintendents On appointment they were counted as men who had been appointed direct There had been three officers who had thus received promotion to the rank of Deputy Superintendent from the rank of Inspector Their periods of service as Inspectors in the Provincial Service depended upon the vacancies and there were men at the top of the list who had served only about two years and were practically going through a period of training and probation.

61 724 With reference to the educational standard for Deputy Superintendents Matriculation was the minimum. Some men were graduates All Deputy Superintendents could speak at least some English

61 725 No men from other services were ordinarily recruited. One had been appointed from the rank of Tahsildar but shortly afterwards he considered he would be more likely to get promotion as an Extra Assistant Commissioner and had asked to be transferred back again. He did not think it was desirable to retain power of appointing men from other services

He agreed with the Deputy Superintendents that it was very unfair unless Police Officers were given the chance of appointments in other services He should like to see the rule abolished Although qualified candidates were glad to enter the Force as Inspectors with the hope of becoming Deputy Superintendents he would increase the pay of the Deputy Superintendents as suggested in his written statement At present excellent men were obtained but he believed that after a time they would be dissatisfied and he wanted to look to the future

61 726 With regard to the complaint made by Deputy Superintendents that they were not given the class of work to do for which they understood they had been recruited the witness did not think that applied at all to the Punjab because Deputy Superintendents were given exactly the same work as Assistant Superintendents A certain number of appointments were sanctioned for Assistants or Deputies in the Punjab one for each district one each for a certain number of cities and one each for four sub divisions In the Punjab the Assistant Superintendent and Deputy Superintendent were absolutely interchangeable officers Deputy Superintendents had been put in charge of sub divisions more than Assistant Superintendents for the reason that a Deputy Superintendent could remain in charge of a sub division for a considerable time An Assistant or Deputy Superintendent controlled the office when the Superintendent was touring

61 727 In the Punjab only one Deputy Superintendent a Eurasian had been promoted to be a Superintendent although there was a possible maximum laid down of two appointments Deputies often officiated in privilege leave vacancies and temporary vacancies when the Superintendent went on leave and they happened to be in the district So far only one of the two possible permanent vacancies had been filled and that by a man who was originally an Inspector but who had been promoted many years ago into the Assistant Superintendent s rank He should have no hesitation in selecting a comparatively young man if he proved to be a good man but he should prefer a man of older and greater experience If it were decided to have a certain number of Indians as Superintendents he should promote them from the Provincial Service rather than by any other method For the rank of Superintendent of Police men were required who had had a good deal of experience in Police work and they should be men belonging to the Province and not men coming from other Provinces which might be the case if they came out from England

61 728 With reference to the pay to be drawn by men who were promoted to be Superintendents he would suggest Rs 200 in addition to the incremental pay proposed Otherwise he thought the existing system was suitable Although they were called upon to do the same work as the English Superintendents he did not think they should receive the same pay owing to the fact that they were serving in their own country It was or should be all a question of supply and demand He was quite sure that an Indian who had been given his Superintendentship by promotion from the Provincial Service would not be regarded by the public generally as the equal of the English Superintendent who had been recruited by examination in England. If it were necessary to make a choice between two methods of recruiting Indians one by examination and the other by promotion from the rank of Inspector he should prefer promotion from Inspector

61 729 (*Sir Theodore Morison*) The witness said the examination in England was held in June and the candidates came out about November the majority of them being under the age of 21

61 730 With regard to pensions one of the reasons for desiring pensions after 25 years was the specially arduous work the men had to do the fact that promotion would be stimulated and that men who took pension might get work in England The argument with regard to the stimulation of promotion would collapse to a great extent if incremental pay was adopted The very great advantage to the individual of being able to get home and obtain employment while still in full vigour was an argument likely to appeal to the officers and it would add to the popularity of the Force but he did not know whether it would meet with Government s approval Other Departments had it and the Police Department would like it too

61 731 With regard to the promotion of Indians the witness thought they should have served at least as long as the Assistant Superintendent about 10 years before they were promoted to be Superintendents By a process of selection it was possible under the present system to promote Deputy Superintendents after 10 years service everybody could not be promoted after that time but that should be the minimum He would prefer to see a man promoted at the age of from 30 to 35 rather than earlier and a higher age would not be objectionable if the man was fully qualified for the position It would be most undesirable that an officer should remain 20 years as an Assistant Superintendent of Police With regard to a Deputy he thought 10 years as a rule would be sufficient if he was going to be promoted at all Those who were promoted from Inspectors might not be promoted to be Deputy Superintendents until they were 40 and then another 10 years service would make them 50 before being promoted to Superintendents He saw no harm in allowing such a reward to deserving officers at the end of their careers There was no career for an Indian in the higher ranks of the Police Service beyond the rank of Deputy Superintendent at present

61 732 Finally he said that he did not attach very great importance to having a Police Joint Secretary in the Home Department

61 733 (*Mr Macdonald*) The witness did not know exactly what was meant by the phrase the functions and departmental status of the Deputy and Assistant Commissioners As regards functions their work was the same and in the Punjab they were treated exactly the same except in the matter of promotion

61 734 With regard to recruits attending at a crammer s he could not say he had found that the influence of the crammer was at all apparent upon the officers The men who passed the examination were mentally alive and prepared to adapt themselves to new circumstances

61 735 There was no special reason other than that given in his written statement why not more than one Deputy Superintendent had been promoted in the Punjab In the Punjab the maximum had not been reached at present With regard to the promotion of Indians he did not wish to block the pay of the Indian officer but he should not like him to be made a Superintendent of Police in the Punjab

61 736 The witness did not take the same view as Sir Charles Cleveland that the increased pay given by the Police Commission had already been swallowed up in the increased cost of living and that from the point of view of real wages the improved pay now meant nothing at all He thought the increased pay had been a real increase He had not really asked that pay should be increased further, he had only asked that it should be made incremental so as to prevent blocks in promotion Under the present system there was officiating pay but that would disappear under the incremental scheme Every officer now shown in the Rs 800 grade for example was really drawing Rs 900 or Rs 1 000 for a considerable proportion of the year

61 737 With regard to the request of officers for pension after 25 years the witness considered it would add to the efficiency of the service because it would give the Government power to get rid of inefficient men The point would not be amply met if the Royal Commission recommended the Government to take power to get rid of inefficient men as it might be a rule on paper only and not put into practice He thought the Government might act if the power included a proportional pension There would still remain the question of promotion but that argument would fall to the ground if incremental pay was given Looking at the matter from the point of view of the Government he did not think the argument that it would be convenient for

D. Petrie, Esq., Superintendent of Police, Punjab, called and examined.*

61,752. (*Lord Ronaldshay.*) The witness said that at the present time he was Superintendent of Police on special duty in connection with the Delhi Bomb Case. He joined the Department in 1900, spending three years in the ordinary line, chiefly in the Western Punjab. He then went to the North-West Frontier for five years with the Border Military Police, and afterwards spent two years in the Punjab Criminal Investigation Department; he then went to the Government of India, Criminal Intelligence Department, as Assistant Director of Criminal Intelligence. He came before the Commission as representing the Imperial Branch of the Service in the Punjab, and the Police officers serving in the North-West Frontier Province, Baluchistan and Delhi. The written statement was drawn up by a conference, and he was elected by the officers to represent them before the Commission. The views expressed in the statement represented the unanimous opinion of the Indian Police Officers of the territories stated.

61,753. With reference to recruitment, the witness said that at one time the Police and Forest Services were recruited together by means of a competitive examination, the officer being entitled to choose either of the two services. That system was not, however, in vogue when he entered in 1900. He was satisfied on the whole with the present competitive system, but wished the standard of the examination to be slightly raised, perhaps by raising the age, the present age limit being a little low. The present system gave more even recruits than the system of nomination. In the old days there were some very good recruits, and some very bad ones, but at the present time the recruits were good all round. Any man coming to India suffering from a defect of character came under the notice of the Local Government, and the present regulations provided a means of dealing with him. He did not propose that the age limit should be raised with the view to enabling candidates to attend a University; he wanted a slightly higher intellectual standard if possible.

61,754. With regard to probation, he did not approve of any period of probation in England. One of the most important parts of a Police Officer's duty was to know the people he was living amongst and their languages, and that could only be obtained by training in India. He did not agree with the suggestion made by the Police Commission that men should be recruited a year younger and should pass a period of probation in England. There was a growing complexity of administration. Every year fresh legislation imposed fresh duties on the Police, and the work was no longer so simple as it was formerly. Education was also spreading amongst the general public; there was a large increase in the number of legal practitioners at the Bar; the Courts insisted on a higher standard of evidence; and the political situation was more complicated. A man who was good enough for the old job was not good enough for the new one.

61,755. The Police Force in the Punjab was universally armed with smooth-bore weapons and received elementary drill, and was taught the ordinary movements necessary for dealing with crowds, marching, wheeling about and volley-firing.

61,756. The witness then referred to the introduction of rules in connection with photographing prisoners as showing the lengths to which suspicion of the Police went. These, he understood, had been introduced because a certain judge suggested that an officer, who had the photographs in his possession, might show them to witnesses who came up to identify prisoners. There was no suspicion at all that they had been so used in the particular case, but on account of the insinuation being made a general order was issued implying that every officer might be guilty of the practice, and it was therefore necessary to legislate against it. There was also another order made based on the insinuation that every person, who had been in a Police Officer's custody, was bound to be tortured, simply because such a thing occurred in a few cases. The officers objected to such regulations being issued as casting an imputation upon the Force. As a matter of fact the orders about photographs had been considerably modified, as they were found unworkable in practice.

61,757. With reference to the complaint as to criticisms in the Press, in the Punjab one test case of libel had been brought and won, but the case showed that the Courts were more or less powerless to control the matter. The officers complained that they were too much open to such attacks, and that owing to such attacks Police work was rendered less pleasant than it would otherwise be. That had to be taken into account in considering conditions of service in the Police.

61,758. As to pay the witness said the Service chiefly desired the introduction of a time scale, the object being to secure a reasonable rate of pay within a reasonable time, and any scheme that ensured that would be considered acceptable.

61,759. With reference to promotion, he thought it would be clearly undesirable in the public interest to promote an Assistant Superintendent to a Superintendentship if he was obviously inefficient. Roughly speaking, the men who were not competent to go on to the rank of Superintendent were weeded out in the first two years, as unless they had passed their probation period satisfactorily they were liable to removal. On the whole he was satisfied with the existing state of affairs on that point.

61,760. The witness considered that a suitable incremental scale of pay would not appreciably modify the view that officers should retire at the age of 55. There were very few appointments in the Police carrying extra pension. Owing to extensions a might have only one year in the post of Deputy Inspector-General in order to earn the extra pension, and if he retired he lost the extra pension, and if he stayed on he caused another block. The ultimate justification for extension should be the advantage of the State. It was a question whether the State gained more from one man at the top with special experience than they lost by having the rest of the Department discontented. The man at the top was generally one who had been in his situation for some time, and there was the question whether the Department gained more by his services than by the importation of new blood and new ideas.

61,761. With reference to allowances, the witness said that there was a tendency to keep efficient men in the heavier charges. A Superintendent who had done well in Lahore, would on return from leave probably find himself posted say, to Amritsar, with the result that the reward for efficiency was a succession of heavy charges; for the comparatively inefficient men stayed on in lighter districts doing less work and getting the same pay. He therefore advocated special charge allowances.

61,762. With regard to Exchange Compensation Allowance, this was now drawn by the Europeans, who came in under the old conditions, and by the men appointed by the Secretary of State who came in by competitive examination, up to the time of the Police Commission; but since the Police Commission raised the pay Exchange Compensation has been abolished. He should recommend equality of treatment with the other Departments (*i.e.*, Departments now enjoying the incremental pay system) with regard to exchange compensation, and if other Departments did not get it he was prepared to waive it, if the incremental system were extended to the Police.

61,763. With regard to the recommendation that Superintendents appointed to act as Deputy Inspectors-General should draw full pay, the witness said at present they only received officiating pay, two-fifths of the difference. The present incumbent of the post of Deputy Inspector-General in the Central Range of the Punjab was a first grade Superintendent on Rs. 1,200 a month, and received Rs. 100 local allowance in Lahore and Rs. 50 carriage allowance. He officiated as Deputy Inspector-General of the Central Range at a salary which was less than what he was getting as Superintendent of Police. Under the circumstances a man might act as Inspecting Officer and inspect a man of his own grade who was drawing more pay. That was a particular case, but it was always liable to happen. It was thought that a man who had an extra charge and responsibility should have the full pay for the appointment.

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* The written statement upon which Mr. Petrie was examined, was the letter from the President of the Indian Police Association, Provincial Branch, Punjab, North-west Frontier Province, Baluchistan and Delhi, dated Lahore, 21st March 1913, which has been printed as an annexure to Sir Edward French's letter, *vide* paragraphs 61,703-12.

61,764. On the subject of pensions, witness said the proposals were put forward not only because other Services, like the Public Works and Forest, had the right of retiring after 25 years, but also because the duties of police officers were so onerous that a man could not be expected to serve for 30 years. It was not a mere question of captious comparison with other Services. The monotony of Police work was very considerable owing to the fact that a great part of it was done in a foreign language, and the work of a Police Officer in going through piles of vernacular papers in the hot weather was very tedious. He would go further than Sir Charles Cleveland, and say that the work of a Police Officer was exceptionally arduous, because if anything happened in his district he had to turn out at any time. By the time a man had worked 25 years in that way he became less and less efficient, and if he did not go on to a higher appointment he probably went back in efficiency. A certain number of people retiring on a pension would improve promotion. Now a man had no option of going until he had been 30 years in the Service, though he might feel he was no longer quite himself and would be glad to retire. At the present time he was compelled to stay on until he broke down and produced a medical certificate that he was unfit. He thought the amount of service told upon a man as much as his age. At present a man could not go before he was 50, while a member of the Imperial Civil Service might go at 48. The Indian Civilian, owing to his coming into the Service later, did not spend the same time in the East that the Police Officer had to spend. If living in a tropical climate involved any hardship at all the Police Officer had five years more of it than the Civilian and had a more exhausting kind of work.

61,765. With regard to the complaint that the Deputy Inspector-General had the benefit of a special scale of pension and the Inspector-General was not entitled to an additional pension, the witness said that under ordinary condition the Inspector-General could not get extra pension beyond the Deputy Inspector-General as it was not given to him for specially good service in his own Department unless he had been something extra outside it, and as he was very seldom given outside work to do he very seldom had a chance of obtaining the extra pension, and the rule might therefore be said to be a dead letter.

61,766. On the subject of the commutation of furlough, the general experience was that under the existing rules men were unable for financial reasons to take as much furlough as was good for their health, but he was afraid he could not make any suggestions in connection with the matter beyond those contained in the letter which had already reached the Commission through the Punjab Government.

61,767. With regard to transfer and other allowances the claims put forward were similar to those of other Services, that men should not be forced to spend money out of their own pocket on expenses incurred in the State interests.

61,768. With regard to the attractions of the Service, on the whole the witness thought the right class of man was attracted at present, but he was very doubtful that that would be so in the future unless conditions were improved. The Police Commission in their report expressed the view that the officers who were recruited soon after the Police Service was thrown open were most satisfactory, and the falling off that had occurred they put down to the fact that the conditions in the Police Service were becoming generally known. The facts were also getting generally known now, and there was an appreciable falling off, which would continue as time went on.

61,769. (*Sir Murray Hammick.*) The witness considered that if any considerable number of posts were thrown open to the Provincial Department Indians would be found to come in in increasing numbers. They would press their claims year after year, and a higher percentage of posts would be given to them, and eventually the question would arise as to whether the work could not be carried on by the Provincial Service without an Imperial Service at all. He had no hesitation in saying that a better class of officers would be obtained from the Provincial Service than by throwing open the examination in England to a larger proportion of Indians for the upper ranks of the Police. He was quite certain that a better educated class of Indians would be obtained if recruits were admitted direct either by selection or competition in India, though they would not be of a higher class socially. At present a certain amount of stress was laid on social position in officers who became Deputy Superintendents. The most highly educated men were not always men of the highest social position, If direct appointments were made by competition in India the class of men obtained would not be so satisfactory as those to be obtained from the Provincial Police Service. The question of whether a different class would be obtained by giving the Lieutenant-Governor power to make appointments, either by himself or through a Board after inspection and selection, would depend on what degree of discrimination was enforced. At the present time good material was obtained.

61,770. With regard to training, he thought it would be much better to train men in India for the post of Assistant Superintendents than to send selected men to England for training. There was no Police training of such value to be obtained in Europe as would justify a man being taken from his surroundings in India and sent away.

61,771. As to furlough, the witness said the question of furlough pay was a very important one. He had been told by many men after taking furlough that they had come back seriously crippled financially. He thought a minimum of furlough pay would meet the case to some extent.

61,772. With regard to the suggestion that a man should get 400*l*. pension after 20 years' service, he had not calculated what would be the value of such an annuity of 400*l*. at 41 years of age.

61,773. The argument that the officers of the Public Works Department, the Education Department, and the Telegraph Department had a much greater expense in fitting themselves for their posts before they came out, as compared with the expense of an officer fitting himself for a police, cut both ways. The officers of the other Departments had more expense before they came out to India, but the Police officer had more expenses in India. He had to supply and keep up his uniform and provide himself at least with two good horses. Also the officers of the other Departments did not obtain their professional education merely in order to perform work in India and they could obtain other employment after retiring, but the Police officer had to stake everything on the Government. The officers of the Public Works Department and the Forest Department were not compelled to keep horses to the same extent as the Police officer, and, generally speaking, there was no urgency about their work, but the Police had to deal with very urgent matters occurring at long distances and in a short period of time.

61,774. The witness considered that the upper grades of the Police Service were sufficient for the work of the Province except in the case of unwieldy districts like Lahore or Peshawar, where undoubtedly they were not sufficient. Even in ordinary quite times Superintendents and Assistant Superintendents in an ordinary district in the Punjab had an arduous time and were always working under pressure.

61,775. (*Mr. Chaubal.*) The witness considered that the performance of duties as an Assistant Superintendent for nine or ten years was sufficient to give the necessary training for a Superintendent of Police. The Deputy Superintendents in the Punjab performed the same duties, and had the same functions as Assistant Superintendents, but it did not follow that because a man had been a Deputy Superintendent for eight or ten years he was fit for a Superintendentship. As a matter of experience it was found that, with extremely few exceptions, Assistant Superintendents were fit for their duties, having regard to the class of men enlisted. Indians had been tried as Superintendents in the Punjab, chiefly in acting appointments. Under the present rules a maximum of two places in the Superintendent's cadre could be filled from Deputy Superintendents, but that maximum had not been reached, and he understood that it was permissive. After eight or ten years if a Deputy Superintendent was ever going to be fit for the post of Superintendent he should show evidence of it. He would not like to see the bar removed by which only two men could be promoted to Superintendents, as there were reasons why it should not be removed.

61,776. The witness would rather have the age of entry into the Service increased and the pension payable after 25 years' service than retain the present age with the pension after 30 years' service.

61,777. (*Mr. Macdonald.*) On the question of the Warrant of Procedence the witness said that the number proposed for the Inspector-General was Number 34, Number 33 being the Surveyor General of India, and Number 35 Bishops (non-territorial).

61,778. With regard to the appointment of Indians to the higher grades, the witness considered that it would be a greater mistake to admit them by examination than by nomination as at present. He wanted them to go up from Inspectors to be Deputy Superintendents. If they attained any rank above that of Deputy Superintendent he should like to see them come in by promotion. At the present time there were not more than two openings for Deputy Superintendents in the rank of Superintendents, but he did not say that that should be so for all time. Every man who entered under those conditions and he would not suggest any very great change.

61,779. With reference to entry into the Service, if a higher standard of education were insisted upon, it would be necessary to raise the age, and he would like to see men coming out better educated, though they need not necessarily have a University education. It was quite possible for a man to go to a University for a year, and there had been one or two men in the Police who had spent twelve months in a University, and then of their own free will joined the Police, and he thought they were better men as a result.

61,780. With regard to the feeling in the Service in connection with the rules issued by the Government in connection with photography and the treatment of prisoners, what was objected to was that when instances of misconduct on the part of individuals were discovered it should be insinuated that that misconduct was general and not confined to the individual committing it. The Service did not object to the issuing of rules, but they did object to any reflection being cast upon the honour and integrity of the Service on account of the conduct of any one person.

61,781. With reference to pension the witness admitted that if the claim for a 25 years' pension was based on the contentment of the Service there would be no guarantee that there would not be another agitation for a shorter period later on. It was impossible to lay down conditions that would last for all time to come. It was necessary to take into consideration what appeared to be reasonable in view of all the circumstances, but at the same time the wants of the Department should also carry some weight.

61,782. The witness then stated with regard to the work of the Police Association that the services, which had obtained most from the Government, were those which had agitated most. The object of the Association was to keep the grievances of the Service before the eyes of the Government, and thus prevent them from being overlooked. The Association was founded on the lines of existing Associations in India.

61,783. (*Sir Theodore Morison.*) The witness said the object of a time-scale was to enable everyone to be sure of drawing the highest emoluments admissible, and the officers would be quite content with the present remuneration if they could arrive at it within a reasonable time. Ultimately, it would no doubt cost the State a great deal more than the present scale of pay, though he could not say what the increased cost would be. The general desire was to arrive at a reasonable figure of pay, and to run through the different scales of pay within a reasonable period. He had drawn out a time scale which he believed would cost more than the present graded system. The scale asked for was roughly that of the other Services with which the Police Service was compared, and he thought the officers would be prepared to accept the present scale of pay if they could run up it in a reasonable time. The scale he had proposed was almost identical with that of the Enrolled List of the Finance Department.

61,784. With reference to a higher intellectual standard for the Police Force, he did not mean the standard of the Indian Civil Service but something between that standard and the present Police standard. He did not think the Service under existing conditions could get a better class of men than they were now getting, and he did not think there was any method of recruitment that would possibly give a better class of officer than the present one.

61,785. (*Mr. Wallace.*) The witness said there was a certain amount of feeling on the subject of the new designation of Superintendent of Police. The term Superintendent, both in England and in India, denoted a rank of a lower class than that actually filled by a Superintendent of Police. When a man was spoken of as a Superintendent of Police a large number of people assumed that he belonged to the ordinary Superintendent class either in India or in England. Officers of the Imperial Police frequently had communications sent to them addressed "Superintendent Jones." That was the essence of the grievance. In Calcutta the Superintendent of Police was called a Deputy Commissioner in order that there should be no mistake. There would be no cost involved in removing the grievance.

The following evidence of this witness was taken in camera.

61,786. At the close of the sitting the witness was examined *in camera* with regard to the view expressed by the Indian Police Association on the restriction of the appointment of Indians in the superior grades.

61,787. (*Lord Ronaldshay.*) The witness said it was the desire that the superior Police should be essentially a European Police Force. The fear was that the class of Indian who might succeed in the examination in England, would not be suitable, and that the examination would not be a test of the characteristics required in a Police Officer in a superior appointment. The weight of his experience was against the employment of Indians in the superior Branch of the Service in the Punjab at present. First of all there was the peculiar position of an Indian in virtue of his caste and family system; he generally had around him a great number of relations and dependents, and in deciding official questions he was often considerably influenced by family claims, so that he was not quite unbiassed. He was also biassed with regard to his caste and religion, and was exposed to a tremendous amount of communal and religious influence, with the result that he did not invariably command public confidence. That would be particularly the case when he was in charge of a large number of men and had to decide such questions as promotions and punishments. At the present moment the public did not think they received fairplay from such men. It was also conceivable that the Police Force under certain circumstances might have very important *quasi*-military duties to perform, and on that ground it was essential that the superior officers should be Europeans in the same way that Europeans were employed in the higher ranks of the Indian Army.

61,788. (*Mr. Chaubal.*) With regard to the prob bility of its being said that the Provincial Se could carry on the duties without an Imperial Ser witness considered the ultimate test was whether there should or should not be a British administration in India and whether the stability and efficiency of that administration should be sacrificed in order to give more employment to Indians It was necessary to have an Imperial Service to maintain the British character of the administration, and his experience was that the Provincial Service on the whole was not capable of administering the country although there were exceptions He was not prepared to say that he should hold the same view 15 or 20 years hence

61 789 (*Mr Macdonald*) The witness stated he had no experience of an Indian Superintendent of Police except in an acting appointment

61 790 (*Sir Theodore Morison*) The witness thought the most satisfactory solution of the problem of giving the Indians a fair career was that proposed by Sir Charles Cleveland, namely giving them an improved career independently It might be a limited career as he did not think at present they could be placed at the top and he did not think they were wanted at the top by the people who were primarily affected He was not prepared to give anything like the facilities which already existed in the Indian Civil Service There was a difference in the two classes of duties The witness quoted several specific instances showing the difficulties which Indians in superior posts had to contend with in carrying out their duties and said he did not think those difficulties could be avoided by putting a man to work in another Province than his own An Indian s chief advantage over a European was his special knowledge of his own tongue and his own people and his usefulness would be much impaired if he was compelled to serve in a part of the country to which he was a stranger The bulk of educated Indians who would come in by direct appointment were people who belonged to the professional and trading classes of India and were below the land owning classes who were the more warlike and virile section of the population. The people who passed examinations best were not necessarily the people who would make the best Police officers and at the present time Indians did not command public confidence and required as a rule a certain amount of supervision

The witness withdrew

W G CLARKE Esq Deputy Superintendent of Police Punjab

Written Statement containing Representations and Suggestions made by the Deputy Superintendents of Police serving in the Punjab*

61 791 **(I) Methods of Recruitment.**—The present methods of recruitment are not satisfactory and should be revised as follows No further appointment be made in class (*c*) under Rule 10 4 (Punjab Police Rules) unless similar chances of promotion are given to members of the Police Department and a fixed number of appointments reserved for them in other departments as is now in vogue in the Police Department In these circumstances two-thirds of the appointments should go to Inspectors of Police and one third reserved for direct recruitment

61 792 **(II) Systems of Training** —Directly appointed Deputy Superintendents in the Punjab have to spend a year at the Police Training School where they learn law and departmental orders and have to pass an Examination after which they are posted to districts for practical training under an experienced Superintendent and their progress is carefully watched by the Deputy Inspectors General of Police who have to send two six monthly reports on the working of Probationary Deputy Superintendents on which their confirmation depends The Superintendents generally take an interest in their deputies with the present system of training As however there are no specific rules regarding the training of Deputy Superintendents on their joining a district Rule No 11 40 (Punjab Police Rules) which provides for the training of Assistant Superintendents should also be applied to Deputy Superintendents

61 793 **(III) Conditions of Service**—The last Police Commission had strong reasons to believe that the Police Force on account of the complaints of inefficiency and charges of corruption and oppression was in a most unsatisfactory condition and that abuses were common everywhere which involved great injury to the people and discredit to the Government On the evidence of many experienced District Magistrates and Police Officers they realised the enormous advantage that must accrue to a Superintendent from the assistance of a responsible subordinate of education and character With a view to improve the then existing state of affairs they proposed to create the Provincial Police Service and very rightly insisted on a very judicious selection of the persons recruited for these appointments The cadre of the Deputy Superintendents was brought into existence in response to the cry of the people against the evils and vices of the Department With a view to popularise the new service and make it attractive for the right class of Indians and members of the Domiciled Community it was decided that the Deputy Superintendents will have the same functions as an Assistant Superintendent and an equal departmental status *vide* Government of India s Resolution Nos 248-259 dated 21st March 1905

Thus it will appear that on entering the Department the Assistant and Deputy Superintendents are practically on the same footing with equal chances of further advancement The reverse is however the case While an Assistant Superintendent can claim a Superintendentship after between eight to ten years service a Deputy has very meagre chances of a permanent lift even after getting into the 1st Grade on Rs 500 and putting in a much longer period of service. At present there are two appointments of Superintendent of Police reserved for the Provincial Police Officers though in practice only one such appointment has been filled by a Deputy Superintendent during the last seven years the other having been given to an Assistant Superintendent although senior and thoroughly qualified Deputies were available From the above it is clear that the prospects of Deputy Superintendents are anything but bright as compared with those of Assistant Superintendents of Police and the question of an equal departmental status and similar functions is therefore an anomaly This state of affairs is all the more discouraging when it is realised that the Deputy Superintendents are as enthusiastic in the performance of their duties as their more fortunate colleagues and have proved equally if not more useful to the Superintendent Although we do not claim equal rights of promotion with members of the Imperial Service we most earnestly pray that in the interests of the efficiency of the Provincial Police Service a much larger number of the appointments of Superintendents be thrown open to Deputy Superintendents of Police In order to satisfy the reasonable aspirations of this class of gazetted Police Officers and with the object of attracting the best men for these appointments we venture to suggest most strongly that the number of appointments of Superintendents reserved for them should be raised to 25 per cent and that they should *actually* be promoted accordingly

Another very important point on which we lay great stress is that the directly appointed Deputy Superintendents who are selected for Superintendentships should be appointed when they are still middle aged and in every way fit to carry out the onerous duties of a Superintendent If eight or ten years service is considered sufficient for an Assistant Super

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* This statement was signed by the following Deputy Superintendents of Police (Punjab) —

Muhammad Said
E Borthwick
S S Bi ben Singh.
Liakat Hayat Khan
K S Ghulam Ra ul Khan
S G Beaty
Sayed Lal Shah
Ghulam Ra ul Khan
Rai Sahib Ganga Ram
Khan Hamid Ulla Khan.
A V Taylor
W C C nnor P Sc
Agha Sa lat Ali Khan
Raja Walli Ulla Khan

intendent of Police to have gained sufficient experience and entitles him to a permanent Superintendentship surely Indian gazetted officers have as much, if not better experience of the general Police work during the same period

Acting Appointments—In case of acting appointments no distinction of any kind should be made between Deputies and Assistant Superintendents At present Assistant Superintendents are given perference to Deputies in the matter of officiating appointments

61 794 **(IV) Conditions of Salary**—At present Deputy Superintendents are divided into four grades —*viz* Rs 250 300 400 and 500 and from a pecuniary point of view their position compares most unfavourably with members of the Provincial Civil Service As there is every likelihood of the prospects of the latter service being made still better as a result of the inquiries of the present Commission the obvious result of this disparity of treatment will be that only second rate men will hereafter care to join the Police Provincial Service At present the pay of an Indian Superintendent of Police rises on the scale of Rs 600 700 800 and 900 per mensem whereas an Extra Assistant Commissioner rises to a maximum of Rs 800 besides the listed appointments being open to him This virtually means that in his first two grades even the Indian Superintendent must draw less pay than that of the Extra Assistant Commissioner though certainly he shall have a higher status and position In accordance with Punjab Government No 2729 of 11th November 1868 Deputy Superintendents rank with Extra Assistant Commissioners and enjoy the same rates of salary This may be so up to the Rs 500 grade but thereafter the conditions and prospects of the two sister services are widely different and extremely unsatisfactory for the Deputy Superintendents We therefore very strongly urge that in view of the above circumstances and the fact that prices have risen in all directions presenting increased difficulties for gazetted officers to maintain their position the Deputy Superintendents may be placed on the same level with Extra Assistant Commissioners as regards grades of pay But as the Provincial Civil Service has seven grades and Provincial Police Service only four we would recommend the following grades for the latter—Rs 300 400 500 and 600 The reason for abolishing Rs 250 grade is that Inspectors of the first grade draw Rs 250 per mensem besides conveyance and local allowances and free quarters thus suffering a pecuniary loss on promotion to the rank of Deputy Superintendent

Travelling Allowance—It has been repeatedly declared that Deputy Superintendents have precisely the same departmental status as Assistant Superintendents but as a matter of fact difference has been maintained between these two classes of officers even in the matter of travelling allowance The Deputy like the Inspector is a second class officer whereas the Assistant Superintendent of Police is treated as a first-class officer The Police being a semi Military Department there is a distinct line between gazetted and non gazetted officers and to treat Deputy Superintendents as second class officers not only belittles them in the eyes of their subordinates but also creates an invidious distinction between them and the Assistant Superintendents The present rate of travelling allowance—*viz* Rs 3 per diem and Rs 4 for every mile on road journey is moreover hardly sufficient to cover even the ordinary expenses which have been considerably increased in consequence of a general rise in prices

Acting Allowance—We strongly recommend that the Deputy Superintendents may be allowed to draw acting allowance in consequence of an officer in the higher grade going on leave or deputation

61 795 **(V) Conditions of Pensions**—With respect to memorials from certain members of the Imperial Police Service praying that the period of service required to qualify for full pension may be reduced from 30 years to 25 years the Deputy Superintendents respectfully beg to identify themselves with the above prayer and earnestly hope that the final decision will be applicable to the members of the Provincial Police Service The reasons for the change apply to the members of the Provincial Service with equal force and it appears superfluous to detail them here We further most strongly recommend that retirement after the maximum period of service should be made compulsory and extensions should under no circumstances be granted to any Deputy Superintendent

61 796 **(VI) Limitations in the Employment of Non Europeans**—As we have mentioned in paragraph 61 793 Indian Deputy Superintendents are at a very great disadvantage as compared with the Assistant Superintendents of Police in the matter of promotion to Superintendentship and so far they have practically been debarred from holding a permanent post of Superintendent This state of affairs is extremely discouraging for deserving Indian officers and we therefore earnestly pray that the restrictions placed on the advancement of Indian officers may be removed

If we are given a due share in the higher appointments and the interests of the Provincial Service are looked after we do not consider there will be any necessity for altering the existing system of division of services in Imperial and Provincial

61 797 *The following was added by Mr E Borthwick Deputy Superintendent of Police Lahore*

I totally disagree with the last sentence of paragraph 61 795 — regarding retirement after the maximum period of service shall be compulsory' — as it exclusively represents the interests of direct appointments The men selected from the Inspectors' grade who undoubtedly represent the best men in the Provincial Service would for various cogent reasons, considerably suffer from the effects of this harsh and one sided suggestion Moreover the Government in the event of this suggestion being carried into effect would lose the services of their best administrators in this class of the service at a time when they would be most useful to the administration for which I will give conclusive reasons if permitted to appear before the Commission In my opinion the Inspectors should also be given a hearing at the Commission as they are directly effected by all changes in the Provincial cadre Further to compulsorily retire a man who is still fit for service throws an undue pensionary on the State

The last paragraph under head (III) Conditions of service relating to middle aged men being selected for the post of Superintendent again represents the exclusive interests of direct appointments and cannot be made applicable to men who are only promoted at middle age from the Inspectors grade to the rank of Deputy Superintendent of Police and who are by their mature judgment vast experience and other qualifications fully qualified for promotion to the rank of Superintendent of Police Direct appointment men could hardly expect to monopolise selections and thus supersede this class of officer It is calculated to destroy their entire prospects in the Provincial Service

Mr W G CLARKE called and examined

61 798 (*Lord Ronaldshay*) The witness said he had 16 years service He started in the subordinate grade and had risen to his present position of Deputy Superintendent of Police 3rd grade Provincial Service Punjab From Sergeant he had risen to be Inspector and from Inspector to Deputy Superintendent of Police As Inspector he had charge of the Police training school for five years He served as an Inspector of the Railway Police for seven years and for nearly a year as Inspector of Police at Rawal Pindi and two years as Inspector and Deputy Superintendent in Simla At present he was Deputy Superintendent in the Umballa District The written statement that had been put in as representing the views of the Provincial Service was not signed by him because he was unable to be present at the meeting A subsequent meeting was held at which the written statement was discussed and it now represented the views of the Deputy

Superintendents with certain modifications Generally speaking it represented the opinions of the Service as a whole with certain alterations under different headings Both the European and Indian Members were in agreement in drawing up the statement

61 799 With regard to the present proportion of direct recruitment to promotion in the Deputy Superintendents rank it was nearly half and half so far as A and B classes were concerned There was a certain number in class C selected from among officers employed in other Government Departments The Provincial Service as a whole objected to officers being drafted in from other Government Services they preferred recruitment by direct appointments and promotion from Inspectors They objected to appointments under Rule 10 (4) They asked for two thirds of the posts for Inspectors It was rather hard on the subordinates to find that direct appointments were in excess of the number anticipated He did not think it was laid down when the Provincial Service was constituted that recruitment was to be roughly half by direct appointment and half by promotion He thought Inspectors were entitled to look forward to promotion to the extent of two thirds of the Provincial cadre

61 800 With regard to the work allotted to Deputy Superintendents generally speaking witness thought they were made to do work which was not expected of Assistant Superintendents The duties were supposed to be the same but they differed in detail It was distinctly laid down that the Deputy Superintendents and Assistant Superintendents were one and the same but in practice the Deputy Superintendents became what might be called glorified babus all the better work being given to Assistant Superintendents Deputy Superintendent were expected to do all the office work while the Assistant Superintendents were sent out to do work in the open air He thought they should both be on the same list and officers did not understand why they were not on one and the same list He was prepared to admit that Assistant Superintendents were recruited to fill the superior posts and that if Deputy Superintendents were placed on the same list it would be difficult to arrange for their promotion. He would be satisfied if they were put on one list with the understanding that the Assistant Superintendents should receive their promotion if they had to pass over the heads of Deputy Superintendents as long as the Deputy Superintendents knew there was advancement for them when Assistants did go over their heads He did not claim that the Government of India intended that Deputy Superintendents should have the same right of promotion as Assistant Superintendents throughout the grades but in certain cases the Government of India intended to provide for the promotion of the Provincial Service as it did for the Imperial Service It was true it was only to 5 per cent of the total number of posts but even that percentage had not been provided They did not claim that they were entitled to the same rights of promotion as Assistant Superintendents

61 801 With regard to the claim that 25 per cent of Superintendentships should be thrown open to the Provincial Service the witness considered the best method of recruiting Indians to the higher branches of the Service was by the promotion of Deputy Superintendents with certain modifications Some officers recommended that they should be permitted to compete in an examination but the majority suggested that Deputy Superintendents should fill the posts of the Imperial Service by promotion

61 802 The claim that Deputy Superintendents who were selected for Superintendentships should be taken whilst they were still middle aged would lead to the promotion of comparatively junior officers over the heads of some of his seniors and this would cause discontent in the ranks of the Provincial Service as a whole The claim was made of course by the directly recruited officers who hoped in this way to pass over the heads of the promoted Inspectors who were much older men There was naturally a division of opinion between the two classes of officers in the Force on this point for himself he was sure that to admit the claim of the younger men would destroy the present feeling of solidarity in the Service

61 803 With regard to a graded system or time scale of pay they suggested that the pay and prospects should be brought up to the same level as in the Provincial Civil Service If the pay of the Provincial Civil Service remained at Rs 800 the Police Service should be the same but if the Provincial Civil Service pay was increased the Police pay should be increased also As long as a time scale gave the Police the advantages the Provincial Civil Service enjoyed at the present time they would agree to a time scale The great aim was not to be left behind the Provincial Civil Service If the incremental pay up to Rs 800 as recommended by Sir Edward French were adopted the increments should be Rs 40 and not Rs 20

61 804 With reference to pension after 25 years service the witness said that as the question of pension and leave was being represented by the other services he would leave the matter in the hands of the Royal Commission

61 805 With reference to the request for first class travelling allowance if that were granted he felt sure officers would travel first class as there was a genuine feeling that they did not like to travel second class with their own subordinates

61 806 (*Sir Theodore Morison*) The witness said that the feeling was unanimous that if officers were given a due share in the higher appointments and if the interests of the Provincial Service were looked after then there would be no necessity for altering the existing system of division of services into Imperial and Provincial Officers were satisfied with the existing scheme if it could be modified in certain respects

61 807 There were no complaints amongst the Indian Deputy Superintendents with regard to distinctions in uniform

61 808 The witness said it was quite recognised that even if 25 per cent of the Superintendentships went to Deputy Superintendents these officers would still constantly be passed over in favour of Assistant Superintendents in the Imperial Branch but they were quite prepared to face that on condition that as long as both were in the junior grade they were treated on an equality and provided that Superintendentships reserved for the Provincial Service were actually filled by Deputy Superintends as vacancies occurred and were not given to Assistant Superintendents who had their chance already in the Imperial Cadre If Imperial posts were sanctioned it should be said that they must be filled not that they might be He thought there had been very good grounds of complaint as to the way in which the rule had been administered in the past Officers at present in the Department were under the impression when the Government of India issued the notification that the two Superintendentships would be filled from the Provincial Service but only one appointment had been filled and there seemed no prospect of the second appointment ever being filled

61 809 (*Mr Macdonald*) With regard to the remark in the written statement that it would appear on entering the Department that the Assistant and Deputy Superintendents were practically on the same footing with equal chances of further advancement but that the reverse was the case the witness said that was not a claim to have equal chances of further advancement but a comment upon a statement issued by the Government The promise had not been carried out With regard to the evidence given that morning that there were special difficulties in the Punjab in promoting Indians on account of religious or racial matters the witness said he did not share those fears He was of opinion that the men who had signed the written statement if placed in any district in the Punjab would carry through whatever duties a Superintendent of Police had to do Superintendents of Police did not come into very close contact with such difficulties except in an administrative way He did not think the duties of Deputy Superintendents and Assistant Superintendents were so different as to justify applying one rule to Assistant Superintendents and another to Deputy Assistants

61 810 With reference to status the officers desired that in every respect their status should be the same as that of the Provincial Civil Service and he believed the lower grades of the Provincial Civil Service were recruited from a less highly educated class than the Deputy Superintendents The duties and responsibilities of the Police Service were such as to justify the officers in placing themselves on a level with them

61 811 With regard to travelling allowance the witness maintained that during a year the officers were really out of pocket on the present scale They had to have the same equipment as the superior officers but did not receive the same allowance They paid exactly the same rates for food, carriage servants and assistance A Superintendent might have one or two servants extra but an Assistant Superintendent had no greater establishment than a Deputy Superintendent and yet he received first class fare and 8 annas while the Deputy Superintendents received second class fare and 4 annas

61 812 (*Mr Chaubal*) The witness said that all the present Deputy Superintendents in the Punjab were fit to carry out the duties of Superintendent Those who had been tried had shown themselves capable If the request for 25 per cent of the Superintendentships was sanctioned there would be no difficulty in getting competent Superintendents of Police from amongst the Deputy Superintendents

61 813 With regard to the functions of Assistant Superintendents and Deputy Superintendents, they were not exactly the same in practice the Assistant Superintendents being given more active work while the Deputy Superintendents were relegated to purely office work That was due partly to the feeling that the Assistant Superintendent would at some future date have to perform the duties of Superintendent and partly to the fact that it was laid down distinctly by the Police Commission that a Deputy Superintendent would have to carry out the duties relegated to them by the Superintendents They felt confident that if they were given the same duties as Assistant Superintendents they would be quite able to do the work and in fact had done the work and been found to be just as capable

61 814 There was no special educational qualification for a Deputy Superintendent but applications for appointment came from the graduates even for the posts of Sub-Inspectors and Inspectors For a Deputy Superintendentship a high standard of education was necessary

61 815 (*Sir Murray Hammick*) The witness considered that a Deputy Superintendent should rise in grade to Rs 800 a month whilst still doing Deputy Superintendent s work and if promoted to Superintendent he should get more say Rs 1 000

61 816 With regard to the responsibility of a Superintendent compared with the responsibility of the Deputy Superintendent if a Deputy Superintendent of Assistant Superintendent was in charge of a large town and expected a disturbance his first idea would be to send for a Superintendent as being the senior officer but Deputy Superintendents were often placed in positions in which they had to take control the Superintendent only appearing after the whole thing was over Deputy Superintendents were bound to report but it did not follow the Superintendent would come at once

The witness withdrew

At Delhi, Tuesday, 11th November 1913

PRESENT

The EARL OF RONALDSHAY, M P (*in the Chair*)

Sir MURRAY HAMMICK K C S I C I E
Sir THEODORE MORISON K C I E
MAHADEV BHASKAR CHAUBAL Esq C S I
ABDUR RAHIM Esq
JAMES RAMSAY MACDONALD Esq M P

And the following Assistant Commissioner —

H G RICHARDSON Esq Superintendent of Police United Provinces

M S D BUTLER Esq C V O C I E (*Joint Secretary*)

A. D ASHDOWN Esq Principal of the Provincial Police Training School Moradabad United Provinces

Written Statement of the Officers of the Imperial Police Force United Provinces*

61 817 In accordance with the wishes of the Royal Commission on the Public Services in India
we have the honour to submit these memoranda which represent the views of 90 officers of the Imperial Police serving in the United Provinces

We would like to take this opportunity of pointing out that the Police Service in India is second to none in its loyalty to Government and in its scrupulous regard for the interests and well being of the millions of British subjects for whose protection the Force exists We would also express our grateful acknowledgment of the benefits conferred on the Police Service by the Police Commission of 1902 and point out that it was primarily due to the efforts of that Commission that the Indian Police have proved able to protect the interests of the country at large during the momentous struggle between anarchy and law and order which has shaken India during the last few years Had it not been that the Police Commissioners recognised the fact that a loyal and efficient service could only be maintained if the interests of its members were consulted and their welfare provided for we have no hesitation in saying that the Police Service would have proved unequal to the task which has been imposed on it during the last eight years

At the same time we would point out that partly owing to that Commission not having fully recognised the gravity of the situation and partly owing to its recommendations not having been adopted in full we are forced to bring to the notice of the Royal Commission that there are still some reasons for dissatisfaction and for what is more dangerous apathy in the Police Service and we are confident that as the results achieved by the reform introduced at the instance of the Police Commission are self evident so any attention and consideration shown by the Royal Commissioners to our service will be equally beneficial to Government and the people

It will be admitted on all sides that to deal with present conditions in India the first requisite is a reliable and efficient police force It will further not be disputed that it is impossible to obtain this without the closest supervision by officers fully in touch with all classes and capable of dealing with any situation which may arise Conditions of Indian administration are such that there is hardly any measure the carrying out of which is not more or less directly connected with the police In the case of other departments maladministration may lead to extra expense or loss of revenue but a failure in the police administration of a district may at any time lead to serious political consequences most embarassing to the government of the country It follows that not merely as a measure of justice but also of political expediency it is in the interests of Government to see that the officers responsible for the police administration of the country have no cause to complain of their own treatment

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* Signed by Mr R Powell Honorary Secretary, United Provinces Branch, India Police Association

61 818 **(I.) Methods of Recruitment**—We are of the opinion that the present method of recruitment for the gazetted ranks of the Imperial Service is quite satisfactory

As regards the Provincial Service we consider that the existing system of appointment by selection is the best possible one It secures a stamp of man with sound educational qualifications of good social status and with special recommendations as to character and fitness for the police We are of the opinion that any system of open competition would result in the admission of candidates who would have educational but not necessarily moral and physical qualifications

61 819 **(II.) System of Training and Probation.**—We are of opinion that the present system of training and probation for gazetted officers of the Imperial Service is satisfactory but if any special training is desirable in view of the importance now attaching to the armed police from a military standpoint and of the military efficiency now exacted from police officers we think that a course of instruction at the Royal Military College Sandhurst would be the most suitable We are proud of our Training School and we consider that young British officers at this school have unequalled opportunities of getting into close touch with the men with whom they will subsequently have to work

61 820 **(III) Conditions of Service**—Under this head we would first instance the inadequate official recognition accorded to us The Warrant of Precedence shows that a first grade superintendent who is an officer of anything from 26 to 29 years service is graded below a civil surgeon or a joint magistrate of 12 years total service A Deputy Inspector General ranks below a number of officers whose duties are not as responsible as his own, and an Inspector General of Police (apart from his rank as a member of the Legislative Council) is ranked below a Chief Engineer (1st class) of the Public Works Department

The present title Superintendent is another matter requiring attention It creates a wrong impression as to the social standing of an officer holding the post being as it is generally associated with officials of an entirely different stamp We would ask for a reversion to the former title of District Superintendent of Police

We feel strongly that the post of Inspector General should invariably be held by a police officer We consider that before an officer of another service is appointed to the post every effort should be made to find a police officer for it if necessary even from another province

61 821 **(IV) Conditions of Salary**—In regard to salary our chief grievance is that we depend for promotion not on the number of years of service but on the occurrence of vacancies in higher grades (in which the number of appointments is very small) and we would ask for the immediate introduction of the incremental pay system

The Secretary of State has adopted this system for all other services of which the conditions have been examined in recent years and it is the only equitable one We consider that it is essential that it should be introduced at once The present condition of our gradation list demonstrates very clearly the unfairness of a graded system of pay *e g*—(1) Mr Tweedie who was appointed in 1892 is still in the fourth grade on Rs 800 while the officer in the same position on the Punjab list was recruited in 1897, (2) Mr Wright who was appointed in 1900 is still in the first grade of assistants on Rs 500 while officers on the Punjab and Madras lists recruited in the same year are in the fourth grade of Superintendents on Rs 800 The following statement shows how unfavourably the Police Service compares as regards salary with other first class services —

Year of Recruitment	No of Years Service	Salary per Mensem			
		Police (in the U P)	P W D	I F S	I M S (Jails)
			Rs	Rs	R
1902	10	Rs 500 (Offg 700)	750	750	750
1897	15	Rs 700 (Offg 800)	1,050	1 050	950
1892	20	Rs 900 (Offg 1 000)	1 250	1 250	1 300

This statement shows that police officers of 10 15 and 20 years service are drawing Rs 50 Rs 250 and Rs 250 respectively less than officers of the same standing in the Public Works Department and the Indian Forest Service and Rs 50 Rs 150 and Rs 300 less than officers of the same seniority in the Indian Medical Service Thus for this period of their service Police officers are much worse off than officers in these other services For the first 5 years of service pay in the Indian Police is reasonably good having in view the age of entry and this doubtless has attracted candidates We would also draw attention to the fact that up to the present the scale of pay laid down by the Police Commission of 1902 *Cf* paragraph 65 of the Police Commission Report has not been attained for instance the Commission contemplated that an assistant superintendent would attain the permanent rank of superintendent in his eighth year whereas at present in the United Provinces it takes an officer from 14 to 18 years to attain that rank permanently The Commission further considered that an officer should be entitled to retire after 25 years service but in these provinces there are officers of more than 20 years service who cannot hope under ordinary conditions to reach the first grade before completing the present period for pension. The prospects of junior officers are even worse

We would also point out that the reasons which led the Government of India to reduce the pay of the rank of Deputy Inspector General no longer exist *Cf* paragraph 35 of the Government of India s Resolution on the Police Commission Report

In respect of acting allowances a Superintendent officiating as Deputy Inspector General does not receive the salary of the latter appointment (*see* Article 105 C S R) whereas an Executive Engineer officiating as Superintendent Engineer does receive it (*see* Article 117 C S R) Similarly an Assistant Superintendent of the second grade when officiating as Superintendent does not draw the salary of the post (*see* Article 105 C S R)

61 822 **(V) Conditions of Leave**—In the matter of leave police officers are handicapped as compared with officers of other services owing to inadequate allowances while on leave

The following table will show the approximate monthly allowances drawn by officers of the Police Public Works Department Indian Forest Service and Indian Medical Service when on furlough —

——	Police (in the U P)	P W D and I F S	I M S
	£	£	
After 5 years service	17	20	Half average pay with maximum of 1 000*l* and minimum of 500*l* (Art 314 C S R)
10	23	25	
15	30	36	
20	34	45	

We consider that a minimum leave allowance on a fair scale fixed in sterling is essential in the interests both of Government and of Officers themselves to enable them to enjoy a reasonable amount of leave in Europe We understand that a scheme is before the Government of India for improving the present conditions relating to leave for all services and therefore we have only referred here to the matter of leave allowances

61 823 **(VI) Conditions of Pension.**—The long period we are required to serve before we are eligible for pension has been rightly regarded as a most serious grievance for years past The Police Commission 11 years ago expressed the following view —

> It has been strongly recommended that the compulsory period of service for pension should be reduced. The Commission consider that the period of 30 years is too long Government should have power to compel the retirement of any officer after 25 years service on the pension now admissible after 30 years service and an officer should be entitled to retire after 25 years service on full pension, if he desires to do so This is especially necessary in the higher ranks of the service owing to the desirability of making the service reasonably attractive and the necessity for having active men and getting rid of men who may not be fit for efficient service

Notwithstanding this finding the Government of India in their resolution on the Police Commission s report declined to grant any concession in this respect It therefore became incumbent on officers individually to approach His Majesty s Secretary of State on the subject In 1908 the majority of officers of the Imperial Service memorialised the Secretary of State and received a reply in 1910 that a decision on the subject was deferred pending the result of a statistical inquiry on which the Government of India were engaged. No further communication was received from the Secretary of State until January 1913 when the memorialists were informed that a decision had again been deferred pending a report from the Royal Commission on the Public Services We are unable to understand why this concession, which was recommended on all grounds by the Police Commission has been deferred, when an optional pension after 20 years and a full pension after 25 years was sanctioned for the Public Works and Telegraph Departments in 1889 and for the Indian Forest Service in 1897 while it is at least equally required for police officers There can be no question that the way in which police officers have been treated with regard to this demand has disheartened them to a degree which Government propably does not realise The fact that the Secretary of State has not yet granted this request leads us to believe that the Govenment of India, as a result of their statistical inquiry reported unfavourably on the proposal, as if the whole question were not one of general efficiency and of the number of years in which a pension in this country could legitimately be said to be fairly earned. We would emphatically state that if this so we consider that this decision could only have been reached on grounds of economy rather than on considerations of equity and efficiency

It is only necessary to compare Articles 465 and 474 with 476 and 641 of the Civil Service Regulations to show the different treatment accorded to police officers in this respect and this despite the admitted fact that police work is more trying than that of any other department and that greater activity and physical energy are required to discharge it efficiently

The privilege of a special scale of invalid pension has already been extended to the Indian Civil Services (Article 564 Civil Service Regulations) and we would strongly urge that a similar concession be granted to the Police Service to obviate hardships of the kind which the following case instances Mr G W Gregson Superintendent of Police 3rd grade of the United Provinces was invalided by the Medical Board of the India Office on the 10th January 1911 after a total service of 24 years eight months and 24 days His service fell short of 25 years by three months and nine days and he received an invalid pension of Rs 360 per mensem equal to twenty four sixtieths of his average emoluments If he had served for 25 years he would have received the full pension of Rs 5 000 per annum, but as there is no special scale of invalid pension Mr Gregson lost one-tenth of the maximum pension admissible under the existing rules We consider that an optional graduated pension from 20 years service upwards is essential for police officers and that pensions should be fixed in sterling That the present maximum pension admissible to a police officer of the Imperial Service is inadequate will not be disputed when it is considered that it is 62*l* 10*s* a year less than that fixed by the Court of Directors in 1855 although the cost of living is now in all respects very much more than it was then.

We would also bring to notice that the Inspector General is without the benefit of a special scale of pension, though such a pension is sanctioned for a Chief Engineer (*vide* Article 642 (*a*) of the Civil Service Regulations) Moreover a Deputy Inspector General is not entitled to an additional pension but can only secure it on the conditions specified in Article 643 of the Civil Service Regulations—an invidious distinction between him and the officers provided for in Article 642 (*b*) of the Civil Service Regulations

61 824 **(VII) Such Limitations as may exist in the Employment of non Europeans, and the working of the existing system of Division of Services into Imperial and Provincial**—Under the present system all superintendents are British officers In our opinion the efficiency of the Force depends on the continuance of this restriction. We know of no other Service in which the necessity for the observance of this principle is so vital In every country the value of its police force depends on the existence of proper discipline We have no desire to disparage in any way the qualities of the Indian officers and men with whom we have the privilege of serving but we are of unanimous opinion that the charge of the police of a district must remain for many years yet in the hands of British officers The police force in every district contains officers and men of almost every caste and creed and the maintenance of discipline requires that the superintendent should be an officer who cannot be swayed by family or caste connections or by religious prejudices and in whose impartial judgment Government can place absolute confidence

As we have shown the vital importance of the superintendent being a British officer so we would urge with great emphasis that there should be no alteration in the existing rule that the Reserve Inspector must be an European

61 825 **(VIII) Relations of the Service with the Indian Civil Service and other Services**—In this connection we would express our opinion that our relations with the Indian Civil Service are satisfactory With regard to the relations of superintendents with the Accountant-General we consider that under the present system the former is required to do work that should only be expected of an expert in accounts The Accountant-General at present only exercises a nominal control over police accounts and we would strongly urge as we have done for some time past that travelling auditors be employed to examine the accounts in the district police offices Any relief for the superintendent from office routine work is likely to induce a higher degree of efficiency in the general administration of his district

61 826 The reforms advocated in these memoranda are those which in the opinion of officers of the Imperial Police Service call for immediate attention, and of them the following are the most important —

(1) Reduction of the period for pension.
(2) Introduction of the incremental system of pay
(3) Increased pension and leave allowances
(4) Superintendents and Reserve Inspectors to remain Europeans
(5) Improvement of position on the Warrant of Precedence

We ask in short for treatment as favourable in all respects as has been or may be accorded to the officers of all similar first-class services

Mr A D Ashdown called and examined

61 827 (*Lord Ronaldshay*) The witness said he joined the Department in 1893 on appointment from England and except for four months in the Secret Branch, and six months in the Finger Impression Bureau he had been engaged upon district work until he went to the Police Training School two years ago He represented as a witness the Imperial Branch of the Service A meeting was held in Allahabad and after obtaining the opinions of 90 officers a written statement was drawn up by a Committee of 9 to 12 officers but he was not present at the time The draft was submitted to the officers and was so changed that a new one was drawn up but that was not submitted before finally sent in The written statement now represented the unanimous opinion of the officers

61 828 The witness was entirely satisfied with the present system of recruitment by competitive examination which would be the method he would choose if starting afresh without any nomination or selection before examination His experience in the Training School showed him that the education of the recruits varied considerably those who passed fairly high up in the list were quite satisfactory but those who passed lower might be improved In his time Police and Forest officers were recruited together and he believed that that method was quite satisfactory For the Forest Service the age at that time was 18 to 20 and for the Police 19 to 21 and he considered 19 to 21 satisfactory and not cutting too much across the ordinary educational courses in England The 12 recruits he had had in the school within the last two years mostly came straight from the school only two or three possibly having gone to a crammer The average age at present was 20 and was a very good age as the recruits were sufficiently advanced to be able to realise their position in a new country whereas if they came out younger they might require to be looked after more carefully Half the recruits now were Public School boys the others coming from private schools such as Grammar Schools

61 829 With reference to training the witness was fairly well satisfied with the present system He had visited two other Training Schools lately and the Principals of other schools had visited Moradabad and he gathered that the training in the schools varied very greatly One difficulty was language in some schools the recruits apparently getting through the language course much quicker than in others In the Central Provinces the Assistants were not sent to the school at all but in the United Provinces they were sent to the school for eighteen months in Bombay for one year and in Madras for more than a year He advocated two years at the training school because at present the majority of Assistants did not pass at the end of the eighteen months and when they went out into the districts they were thrown more or less upon their own resources with no means of continuing their studies and were of no assistance to the Superintendents At present they were allowed to go up for the Law and Police tests after one year and then took up two languages in which they were examined at the end of the eighteen months the result being that they studied hard for Law and Police during the first year and tried to make up languages in the next six months The witness was in favour of reverting to what he understood was the Madras system namely a slightly easier examination in languages in October aften eleven months and a further test at the end of their two years schooling As they would have completed their training in Law and Police during their first twelve months they would be able to attend the Sessions Court and learn something of practical Law later

61 830 When the recruits first came out in November they remained two months at school learning riding and drill and were then sent to a regiment at Bareilly tents and equipment were sent with them and they were given an allowance On their return to the school they went on with their studies Sending recruits to Bareilly soon after they came out was in the witness s opinion objectionable They did not go to an Infantry Regiment until they had left the school and he would send them also to a Cavalry Regiment after leaving They were taught more riding and troop drill at the school than they ever learned in a Regiment and the Cavalry Regiment was not very keen on receiving them during the training season If a man proved a satisfactory rider at the school and learned his troop drill there he would probably be able to go to a Cavalry Regiment for examination and return with a certificate the same day and then he could be sent to an Infantry Regiment to learn infantry drill for a month or two

61 831 With regard to languages the witness said the recruits came to the school about November and the departmental examinations were held in April and October so that the first time the recruit went up for Law and Police was in the following October and he took up the language in the following April He would rather see the second language examination in the second October or the second April In the United Provinces Police Officers were eligible for rewards for higher proficiency in Urdu and Hindi but for a Degree of Honour they were not eligible for any reward For Persian, Arabic and Sanskrit there was no reward at all and he understood that for a proper knowledge of Urdu it was necessary to be acquainted with Persian and for a proper knowledge of Hindi to know some Sanskrit Police Officers should be put on the same footing as military officers and civilians in that respect as it would assist a Police Officer in his career if he took an Honour s Degree in language because a thorough knowledge of the language was necessary and carried considerable weight with Indians

61 832 The witness was not in favour of a period of probation in England as recommended by the Police Commission

61 833 As to conditions of salary the witness said at the present moment there was a very serious block which was daily becoming more acute The lowest officer in the third grade of Rs 900 a month was only provisional and he had been in the Service since 1892 The witness himself came out in 1893 and was second in the Rs 800 grade though owing to two vacancies he was actually in the Rs 900 grade The senior Assistant joined the Service in 1900 and there were 40 Assistants on pay of Rs 500 to Rs 400 and 10 on Rs 300 There were 56 Superintendents and 5 Deputy Inspectors General The third most junior in the Rs 400 grade had already four years service Only five vacancies on retirement under the 30 years rule could occur during the next three years and two of them need not so the officer who was 37th on the list of Assistants appeared to be in a hopeless position He had drawn up a statement* showing the pay received by officers in the United Provinces compared with officers in other Provinces and in every case it varied for the worse from Rs 100 to Rs 200 a month In the Police Department Rs 100 was a considerable amount he himself had taken seven years to get up Rs 100 in his own grade

61 834 With regard to an incremental scale the witness said that with 50 Assistant Superintendents and three to five coming out during the present month the cadre would be in excess With 56 Superintendents and only five Deputy Inspectors General no Assistant Superintendent could become a Superintendent within a reasonable period unless the 25 year rule was introduced The duties of a Superintendent were much more responsible than those of an Assistant Superintendent up to a certain age but when a man was over 30 he did not make much difference in his establishment whatever he was He would have to officiate constantly and had to keep up the same establishment, he was probably married and his expenses were similar He might be an Assistant Superintendent in the winter and a Superintendent in the summer and he had more expenses than the Superintendent in connection with constant transfers It was true that with a continuous time scale there might be a case of an Assistant Superintendent who

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was doing work of a less responsible character than a Superintendent and yet drawing pay which was adequate for the work done by the Superintendent but to whatever scheme was proposed there would be objections He thought the officers would prefer a scale which ran by steady increments from the period when a man first joined the service right up to the top of the Superintendents grade For the purpose of drawing a line it might be laid down that if a man was not a substantive Superintendent at a certain limit he would receive no more increments until he became substantive and then he would receive his increments as though he had been receiving them in the meantime He thought officers would be agreeable to accept a compromise of that kind

61 835 The witness was of opinion that if Assistants were allowed to remain at the training school for two years there should be more strictness in giving them extensions should they prove unsuitable or be unable to pass their examinations If a man satisfied that test and was well known as a good officer he did not think there would be any necessity unless he broke down in health to stop his promotion when he came near the time for a Superintendentship always provided that the time scale was given for approved service If during the two years probation a probationer was unable to pass his departmental examinations or was considered to be unfit for the Police he was given a passage back to England but that rule was not regularly enforced at present because a man after leaving school at the end of 18 months might be in a heavy district or in the jungle unable to get any instruction at all so he was given an extension for at least six months If he became ill and had to go home during the first year he should also receive an extension

61 836 With reference to Exchange Compensation Allowance the witness said that was drawn by all except those who were recruited subsequent to 1906 when the pay was increased

61 837 As to pay the witness considered that Superintendents when appointed to officiate as Deputy Inspectors General should draw full pay At the present moment a Superintendent acting as a Deputy Inspector General or an Assistant acting as Superintendent or a Deputy Inspector General acting as Inspector General received his own pay *plus* one fifth the pay of the post so that if a man who was drawing Rs 1 000 a month as Superintendent acted as a Deputy Inspector General he would only receive his pay *plus* an allowance of Rs 300 He might be a Superintendent on Rs 1 200 a month *plus* a local allowance of Rs 100 or Rs 150 a month and actually lose If a man on Rs 900 a month officiated he would lose still more A Deputy Inspector General on Rs 1 500 a month acting as Inspector General would receive Rs 2 000 a month and an Assistant Superintendent on Rs 400 a month would get Rs 540 although he would have more responsibility because his work would be judged with reference to his permanent appointment The system in the Police was the same as in the Indian Civil Service but the pay was very different In the Indian Civil Service there were promotions of that kind every month or so but in the Police a man would only officiate in the particular posts once or twice in his life time

61 838 With regard to furlough allowance the witness said that at present the maximum in the Police was Rs 800 and there was no minimum except on medical certificate

61 839 On the subject of pensions the witness was of opinion that in the interests of the general efficiency of the Force Government should compulsorily retire all officers who had completed 25 years service and who were held to be unfitted for the charge of important districts If that were done always remembering that the unfitness might be due to hard work the officer should be given pension as though he had received a medical certificate That and the present prospects being improved he had no doubt would satisfy the Department As matters were at present men were hanging on to complete their 30 years although they were absolutely unfitted for work, and of no value to the State During his 20 years service very few had actually served the full 30 years they had either broken down or gone home on medical certificate or in some cases had died He put that down to the arduous nature of the work and to the mental strain involved by always being associated with the most ignorant and lowest classes and criminals, living in an atmosphere of continually suspecting everybody was bound to have an effect at last

61 840 With reference to the question of precedence the witness said it was not a matter that he personally cared for but there was a very strong feeling amongst the officers as to their position on the list of precedence He had no suggestions to offer as to what that position should be but up to the last Gazette but one Superintendents on Rs 800 a month were Number 78 the last on the list By that Gazette only Superintendents on Rs 900 and Rs 1 000 were now on the list It did not affect the officers in most stations but in military stations it was of importance because there were officers with 19 years service who had no precedence at all and their wives objected to being sent in behind the latest promoted Captain He thought that all Superintendents should be at any rate Number 78 on the Precedence List and the more senior ones might be put a little higher up The man at present numbered 78 ranked below a Major though he had probably longer service and had certainly done more work Sub Deputy Opium Agents on Rs 800 a month were on the list

61 841 On the subject of conditions of service the witness thought that at present the conditions were not sufficient to attract the class of recruit required The effect had already been felt because he noticed an enormous difference between the men who passed at the top and the men who passed at the bottom Competition had fallen off since he entered the service from about nine to one to three to one As Principal of the Training School he had received many inquiries as to the prospects of young Police officers and he did not think that any officers under present conditions would recommend any one to enter the Police if he could get any other work to do and he generally could Nothing serious had happened up to the present and the appointment of the Public Services Commission had tended to raise hopes in the last competitive examination and possibly the previous one but it was an undoubted fact that men would not come to the United Provinces if they could go to Madras or other Provinces Although at the present moment he was satisfied with the personnel of the Force he felt that the conditions were such that its personnel would not be maintained at its present standard and to obtain a proper standard of recruits in the future there should be incremental pay a rather higher scale of pensions a reduction of the period of service and improvement in leave allowances He laid more stress on the compulsory retirement of inefficient officers at 25 years than on the fact of giving a man simply a pension at 25 years

61 842 (*Sir Theodore Morison*) With regard to the ages of the 12 Assistants who had attended the Police School two passed the examination at the age of 21 seven at the age of 20 and two at 19 one he was doubtful about Three of them came from Tonbridge school where they were allowed to stay until they were 20 He had asked all of them this question and his impression was that they came generally straight from school without going to a crammer

61 843 With reference to the examination for languages at the school a recruit could not pass in Hindi if he used a Urdu word Hindi speaking was not found very difficult but the reading of it was more troublesome No classical languages were taught The probationers at the school were compelled to go away for four to five weeks in June during the vacation and there was a vacation in December which the students did not generally avail themselves of

61 844 With reference to the question of increments of pay going to inefficient officers the witness suggested an efficiency bar such as that in the Public Works Department any officer who had not approved service for a year should not receive the increment

and in the following year the question should be reconsidered for that one increment On the other hand the Assistant who unfortunately stopped at Rs 700 for two years owing to there being no vacancies of Superintendents should be given the two increments combined as it was no fault of his own The man who was held up for efficiency however would be permanently a year in arrear

61 845 On the question of pensions it was quite true to say that a good many people in the United Provinces had broken down A man who had broken down owing to mental strain should receive his full pension as though he were physically disabled and not a proportionate pension. The strain in the Police was a mental one and when a man became inefficient after 20 years service it was practically the same as his falling sick It would make a material difference to the Force if officers received their pension at 25 An officer who was considered inefficient was not promoted above the Rs 900 grade He would introduce a similar system to that in the German Army if an officer was passed over for promotion above the Rs 900 grade when he had completed 25 years service he should be retired on his full pension The mere fact of his having been stopped in the Rs 900 grade would be sufficient to show that he was unfitted for the Service He was not asking for a general rule for the sake of a minority who broke down he was speaking from the point of view of those who felt they were being blocked It would be better for the State to pay an officer on Rs 900 a month who was not capable of holding charge of a fairly important district his full pension and allow normal promotion to take its course He was not prepaped to say that most officers broke down at 46 or at about that age What he did contend was that if Government retired the inefficient man on full pension the question of the 25 years rule would not be such an urgent one Men who retired at 46 would not be able to take up other work in the way that men who were in the Public Works Department might do owing to the fact that they had a profession at their backs

61 846 With regard to the Inspector General the officers were certainly of opinion that he should be a member of the Police Department

61 847 Questioned on the subject of differences in uniform he was told that the Deputy Superintendents had asked that they should be allowed to wear a helmet instead of a turban He said when an officer was in uniform he should conform to the traditions of that uniform He knew of no Military Service in which Indian officers were allowed to wear European headgear There was a very strong aversion in the United Provinces to wearing a helmet some Brahmins would prefer to wear a little round cap He considered that a Deputy Superintendent who went down to his lines in a *solar topi* offended his (the witness s) ideas of decency on the subject He himself had no objection to going down in a *lungi* The Police were a semi military body and certain members might object to wearing a uniform at all but no one wanted to be ridiculed over it He would not allow any of his Indian Deputies to appear on parade in a *solar topi* The regulations regarding uniform were laid down by the Military Department of the Government of India and as far as he was aware he had never seen an Indian soldier in a *topi*

61 848 (*Mr Abdur Rahim*) The witness said it would be for the Government to judge on grounds of efficiency whether an officer was suffering from mental strain and if the Government was of opinion that an officer after 25 years service was still efficient he would probably not be retired The officers of the Department wished for optional retirement after 25 years but his personal opinion was that the other method would probably satisfy the case

61 849 With regard to training the Deputy Superintendents were trained in the same school as the Assistant Superintendents but only stayed for one year Most of the Muhammadans did not require any instruction in Urdu if they were graduates they probably required no instruction except in Law and Police and those subjects which were taught in the school. They learned a good deal about Criminal Tribes and were instructed in detection observation foot prints and things of that character Of the six Muhammadans that had attended the Training School in his time four were graduates It would be difficult to compare the academic qualifications of a graduate with the examination which Assistant Superintendents had to pass in England. In the one case a man had acquired his Degree in a different language and that Degree was not up to the standard of what was expected in a Degree at home He could only judge between the two on their education in English

61 850 The work a Deputy Superintendent was generally put to after probation depended entirely upon the Superintendent If the Deputy Superintendent qualified and passed his examinations he himself would give him exactly the same work he would give an Assistant Superintendent Generally when he had both under him the Deputy Superintendent was given more particularly the office work and the Assistant Superintendent was allowed to look after the lines but at the same time he expected the Deputy Superintendent to go twice a week to the lines for parade and the Assistant had to go to office In the United Provinces Deputy Superintendents had only been in the Service since 1906 An Assistant Superintendent became a Superintendent after about 13 to 14 years but in the future he would take much longer It was probable that a Deputy Superintendent after working for 15 years under the present arrangement would be doing the same sort of work as he had been doing after five or six years He had had Deputy Superintendents in districts some of whom were promoted Inspectors and were very glad to do the new work. He had also had men recruited by direct appointment who were very glad to receive instruction He had heard no complaints that Deputy Superintendents were not given chances to hold charges One Deputy Superintendent directly appointed officiated for very nearly a year and he thought that one Deputy Superintendent promoted from the ranks had officiated for a longer period In the United Provinces they had had as rapid chances of officiating as Assistants

61 851 With reference to Police officers being allowed to take Honours in Urdu and pass examinations in Persian Arabic and Sanskrit the witness asked that they should be placed on the same footing as military officers and civilians It was a decided asset to an officer to have passed such examinations because an officer who had such qualifications would carry more weight with the educated classes of his district

61 852 (*Mr Macdonald*) Referring to the paragraph in the written Memorandum by Deputy Superintendents that it was understood that a Deputy Superintendent should put in at least five years service in one grade before he was eligible for promotion to the next highest grade, the witness said he knew nothing about such a rule but they had not been promoted to the first grade In that respect the United Provinces were different from the Punjab as in the former there were no men corresponding to the rank of Deputy Superintendent until 1906 The witness did not understand the paragraph when it went on to say that no Deputy Superintendent would go to the present Rs 500 grade till he had completed 15 years The first appointment to the gazetted grade was in 1906 so that he did not see under what rule or scale it would take a man 15 years to go up one place What ever the rules might be they must be entirely Provincial and not rules passed by the Government of India He supposed when the grades were in working order it would take a Deputy Superintendent 15 years to get to the Rs 500 grade but at the same time a man who was Inspector on Rs 175 could not be put straight up to Rs 500 and then given no more promotion In beginning a new organisation it was necessary to fill the cadre gradually Three Assistant Superintendents with seven years service were still in the Rs 400 grade

61 853 With regard to the difference between men who had passed high up in the examination and those who had passed comparatively low the witness would not lay down a rule that all the men who passed low

were unlikely to turn out equally efficient officers he simply considered that the men who passed lower were not as efficient or as likely to make good officers as the men who passed higher He was only speaking generally He could not follow the men into the districts to see whether the difference he had noticed still persisted

61 854 With reference to the allegation (read out) that the conditions of service led to oppression by Police subordinates in camps of officers on tour witness stated that in the United Provinces for a considerable number of years there had been an order that no supplies of any kind whatsoever for any officers Police or otherwise when on tour should be collected by the Police but that they should be collected by the tahsil officials Two or three years ago the Local Government issued orders that such things as *garrhas* and wood were to be paid for or if the wood was cut from the jungle the cost of the cutting should be paid Also the system of keeping a certain number of carts for the ordinary equipment and getting additional ones as required was forbidden and all carts had to be taken by the month He had no reason to believe that those rules were not carried out If the evil existed—and in some circumstances it might occur—it would exist equally in connection with the camping of any official of any department because there was no difference between the procedure adopted in collecting and paying for supplies in the Police Department and any other department under the Government

61 855 With reference to the objection of Deputy Superintendents to demi official reports the witness said he had never heard of such reports Probably they were the ordinary reports which he understood were kept by Government dealing with all officials European and Indians who belonged to the gazetted grades If demi official reports were made they were made in connection with all officers but he did not think it was a regular official procedure

61 856 As to pension his personal opinion after 20 years in the service was that men did not serve the full 30 years He could put in figures to show this *

61 857 (*Mr Chaubal*) The witness said that Deputy Inspectors General had existed since he had been in the Department there being three when he joined in 1893 Now there were five Deputy Superintendents were appointed direct and by promotion from Inspectors The highest grade of Inspectors was Rs 250 and Inspectors received certain allowances which were not paid to Deputy Superintendents varying from Rs 15 to Rs 25 In the Training School there were no allowances When a man was promoted from a head Inspectorship to the lowest grade of Deputy Superintendent he would most certainly lose at first but in the United Provinces he was generally promoted to a higher grade and therefore would not lose in actual pay though probably he might lose in house rent In the United Provinces he thought the Inspectors were promoted to Rs 300 or Rs 400 straight away During the seven years Deputy Superintendents had been in existence no person as yet had been posted to the first grade If a person was appointed in the fourth grade of Deputy Superintendent it would take a man 15 years to get to the grade of Rs 500 provided there were vacancies under the rule quoted

61 858 In the Training School men received a certain amount of training in detective work Europeans had to read certain standard text books on the subjects and all were taught to use their powers of observation by being given typical cases in which detective ability had led to a case being worked out They were also taught such things as following up and taking copies of foot prints A detective however was generally born not made

61 859 The chief work of superior Police Officers the witness said consisted in supervising the work of subordinates There were certain offences in the Provinces which a gazetted officer must take up certain cases of special importance in which he was required to follow the course of the investigation As however cases might occur 50 miles off and did not always occur singly there was no possibility except in large cities or military stations of the superior officer arriving on the spot within the first two days of the investigation and the first stages of the enquiry were necessarily carred out by the lower paid officers which was the work they were intended for It was quite possible that the increase in the superior force had not had much appreciable effect on the actual detection of crime

61 860 With regard to the block in promotion the witness considered that it was due mainly to a large number of officers being enlisted from about 1888 to 1892 and seven officers were still on the rolls who were enlisted in the latter year At present an average of four officers joined every year Possibly that was the reason why officers were sent out from England in excess of the cadre The block was due to the retirements which occurred amongst the officers who originally organised the Police after the Mutiny and many men of the same age having been put into the lower grades at one time A few years before he joined the Service there were 12 Assistants in the United Provinces while at the present time there were 50 Having regard to the fact that there were 50 Assistant Superintendents and only 61 superior officers he failed to see any other remedy than the introduction of incremental salaries He did complain about the salaries but if a man reached the grades under a time scale there would not be so much force in the complaint At the present moment there was only a matter of two or three years between himself and the Inspector General but there were something like 30 officers between them on the list It would cost Government a considerable amount of money to remunerate the officers in the way they thought they should be remunerated He did not think the present pay could be so adjusted as to give the Service any immediate benefit and it would undoubtedly cost the Government more Neither did he think an incremental scale could be adopted which would not cost Government more than the present cost Spread over 20 years however he doubted whether it would cost very much more He thought it would be a very good plan to grade the Deputy Superintendents up to Rs 800 in exactly the same way as was done in the Public Works Department

61 861 (*Sir Murray Hammick*) The witness said the present block would exist throughout his service and all the officers to the top of the fifth grade were affected because the whole of the Rs 800 grade was filled with officers who were appointed previous to 1897 Afterwards promotion would be for only four or five places so that Assistants might possibly take 25 year to become Superintendents With regard to the 77 3 per cent proportion of Assistants the witness supposed that that had been considerably exceeded but apart from that as Government had systematically every year recruited above the cadre he concluded that they were endeavouring by regular recruitment to prevent the trouble occurring again but that would only be adjusted after another 30 years Since he had been in the Service the Government of India had appointed men direct into the upper service but not since the Police Commission When he first came out the Secretary of State appointed two thirds of the officers and the Lieutenant Governor one third and that system existed up to 1903 when the patronage was taken away Recently in Bombay an officer had been appointed direct Since the Police Commission three fourths of the men junior to him had been appointed by the Secretary of State and the other fourth appointed by the Lieutenant Governor between 1893 and 1902 Since then nearly every one had come out after examination There had been one or two promotions of Inspectors

61 862 With regard to compulsory retirement aiding promotion the witness said that almost as important a grievance in the Police were the small furlough allowances which were drawn In his 20 years service he had only taken seven months furlough because of the low pay drawn while away His own pay was 400*l* a year when on furlough That was a very serious defect in the conditions of service but he

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* *Vide* Appendix No II

understood the Police suffered from it in company with other Services though as the other Services drew more pay they naturally obtained more furlough allowance He favoured a system of commuting furlough into leave on full pay In a more or less poorly paid Service the officers might be allowed to accumulate privilege leave for six months Now that officers could get up to the hills or get to England more quickly than in the old days there was no necessity for them to avail themselves of privilege leave unless absolutely sick As to the necessity for officers taking one month every year the difficulty in the district was that when the officer wished to take the month he was unable to get the particular month he wanted and therefore had to lose it It would be a very good thing if a District Officer was compelled to take one month in the hills on full pay Theoretically it might be possible for the Government to make arrangements for the district during his absence but practically he doubted whether it could be done But provided the leave could be obtained he thought it was much more important that an officer should go to England for six months on full pay every six years than that he should take a month each year in the hills It was true that in business houses assistants were compelled to take a holiday every year but their hours were extremely long and the occupation sedentary and without a holiday they might have a physical breakdown. He did not think the conditions in a mill or factory or mercantile office in large cities could be compared with Government service

61 863 With regard to the examination being made open to Indians, the witness said he would not favour an open examination with no selection If the Government appointed a certain number of Indians to the rank of Assistant Superintendents whether by a selection board or by competitive examination in England he would contemplate the proposal with considerable dismay but if it had to be done he would suggest the best way of doing it was by selection in India It would not be necessary for an Indian Assistant Superintendent to obtain any training in England, and he could learn all that was necessary in India Personally he did not advocate any training in England for anyone and in the case of an Indian he should require both the education and training to be taken in India

61 864 With reference to training at the Police School the witness said the recruits were taught the whole of their company and battalion drill both with arms and without arms and were required to be efficient volunteers and to conduct small field days and when they went on to an Infantry Regiment they could manage to acquire all they wanted in about a month. They were taught to ride in the school and could pick up troop drill in a Cavalry Regiment in a fortnight or a month There was also a school for Sub-Inspectors at Moradabad and the Assistant and Deputy Superintendents on joining were posted to companies the whole thing was run on the company system, the Assistants being associated with the men they would ultimately have to command in the districts There were no schools for constables in the United Provinces The Assistant Superintendents and Deputy Superintendents in the school were required to provide themselves with at least one suitable horse and in addition were allowed to use Government horses free of feeding charges when the horses were not required by the Sub Inspectors to play polo on three days a week and to go out pig sticking as part of their riding course They paid Government Rs 5 a month and Re 1 to the syce There were 30 horses in the school for Sub-Inspectors

61 865 (*Mr Richardson*) The witness said there was no great difference in the relative cost of the pre service training of officers in the Public Works Department and in the Police The training of the Public Works Department at Cooper s Hill undoubtedly cost considerably more On arrival in this country the expenses of a Police Officer were more than those of an officer in the Public Works Department In the United Provinces an officer was obliged to keep at least one horse and more than one in a district A Police Officer also had to buy a uniform A suitable horse and uniform cost at least 150*l* The up keep also involved a certain cost In the Police Service a man might be called anywhere and was bound to keep a set of camp furniture The camp equipment charges in the Forest Department and Public Works Department where bungalows were provided were practically nil. The initial expense fell upon the parents of the officers and even when capitalised and the interest considered it did not compensate for the difference in the salaries received The Public Works Officer had an asset in his profession and could leave the country and start again while the Police were absolutely dependent upon Government service Gazetted Officers received no horse allowance and some allowance should be made for that

61 866 In the Public Works Department and the Forest Department the administrative appointments were 11 to 12 per cent of the total establishment In the Police Department in the United Provinces the proportion at the present moment was 4 5 The Government of the United Provinces he believed had recommended a Deputy Inspector General for Railways apart from Crime but that was rejected although supported by a fairly good case If it had received more consideration at the hands of the Government t would have raised the proportion to 5 5 per cent

61 867 With regard to transfer allowances the witness said they were not adequate One horse and double first class fare was absurd In his last tranfer he lost between Rs 400 and Rs 500

61 868 With regard to medical attendance he considered that officers should have medical attendance free when on leave in England. The question of medical attendance on the family of officers was one on which the Service had strong views though witness admitted that none of the civil departments received medical attendance free for their families

61 869 With regard to the establishment of a Police Family Pension or Insurance scheme witness said the Police Commission recommended the establishment of a Police Family Pension Fund but it was rejected by the Government on the ground of expense The officers did not propose a pension fund which would cost Government anything they only asked for such a fund to take the place of the Provident Fund, which was not altogether satisfactory the fund to be managed by Government and the officers contributing and paying the whole cost

61 870 With regard to allowances the Superintendent of Police at Allahabad Lucknow Agra Meerut Cawnpore Benares Ajmere and Central India each drew a local allowance of Rs 100 a month as did also the Assistant Superintendent of the Rajputana Malwa Railway Police The Senior Assistant of Police at Allahabad Lucknow Meerut Cawnpore Benares &c drew a local allowance of Rs 50 The district allowances were probably the only allowances which differed from those in other Provinces the allowances were given on the grounds of expense and not work

The following evidence of this witness was taken in camera

61 871 (*Lord Ronaldshay*) The witness considered that an examination in England would not provide an Indian officer who was altogether suitable for the Police The appointment of Indians as Superintendents in the United Provinces had not been tried but an Indian Superintendent appointed under the old rules by selection had acted until a short time ago The Police Force was a semi military one and was relied upon to take a part in the defence scheme and in that connection there might be matters which the Military Department would not care to communicate to any except British born subjects The Force was composed of many races and castes many of them uneducated and such a body to be dealt with successfully had to believe that the Superintendent was an officer above all prejudices and absolutely impartial and the rank and file of the Police having regard to the class of men would never believe in the impartiality of an Indian Superintendent He had had some very good Indian officers and had been on very good terms with them and one Deputy Superintendent a Hindu, had told him confidentially that his position as an Officiating Superintendent was unbearable

that in any order he might pass if it were in favour of a Hindu he was said to be prejudiced and if against a Hindu he was said to be afraid to side with his own people The same remark would apply to a Muhammadan In witness s opinion the introduction of a system of open competition for the Imperial Service at home would be eminently dangerous to India In the United Provinces the police were more or less an armed body and he guaranteed that with six weeks training they could be turned into a very able body of men who could fight extremely well No military officer for one moment would suggest leaving an Indian regiment in charge wholly of Indian officers

61 872 (*Mr Abdur Rahim*) With regard to the necessity of having a certain number of Indian officers as Superintendents of Police for the purpose of detecting crime the witness said there were a certain number of Deputy Superintendents in the Criminal Investigation Department now under the Deputy Inspector General In district cases Criminal Investigation Department officers were sent for but there were cases in which they were deputed by the Deputy Inspector General as for instance to enquire into cocaine smuggling and the means of suppressing the cocaine habit Ordinary Police investigation had to be done by the ordinary Police Force His experience showed him that unless a man was on the scene of the offence within the first 24 hours he was valueless in detecting the case and therefore it was necessary to rely on the man on the spot for detective ability Superintendents had to do a certain amount of detective work but he did not think the Government s intention was that Superintendents should be other than supervising officers

61 873 The witness did not agree that a certain number of Indians acting as Superintendents of Police would be closer in touch with the people in the United Provinces Apart from the European Police officers the Police were disliked by the public who would not or could not differentiate between the Deputy Superintendent and the Kotwal and as long as that attitude existed the Indian Deputy Superintendent or Superintendent was no more useful than an Inspector in getting into closer touch

61 874 (*Mr Macdonald*) The witness said he had had four Deputy Superintendents in his districts but could only speak of one who acted for him a man who was liked very much and did very well He was the officer who said that his position was not satisfactory

61 875 (*Mr Chaubal*) The witness thought time would cure all the trouble He did not think that in most districts there was any feeling against the European Superintendent and in time he thought no feeling would exist against the Deputy Superintendent In the United Provinces the rules regarding optional investigation did away with a good deal of the trouble that previously existed as it was more or less a safeguard to the villager who now knew that if he reported the offence he need have no investigation unless it was a matter in which the interest of the public was involved The witness did not wish to cut down the maximum of 5 per cent permissible to members of the Provincial Service In the United Provinces 5 per cent meant 3 At the present moment there were no Deputy Superintendents with more than seven years service and there had only been one Indian Superintendent He would not cut down the 5 per cent until it had been proved to be a failure The experiment should be given a fair trial before any further action was taken and he would not be prepared to make any advance on the 5 per cent His views on the subject of the necessity for European officers were absolutely positive He based them on the semi military constitution of the force first of all and secondly on the fact that with the present ignorant rank and file it was essential that they should have confidence in the impartiality of the officer and he was convinced from experience that however impartial an Indian officer might be he would not be credited with impartiality The Indian Civil Servant and the Police Officer were not on the same footing because the Civil Servant was not dealing with an organised and disciplined body of men

The witness withdrew

Maulvi Zafar Omar Deputy Superintendent of Police United Provinces

Written Statement[*] of the Gazetted Officers of the Provincial Police Force United Provinces

61 876 In accordance with the wishes of The Royal Commission on the Public Services in India conveyed by the Inspector General of Police in his letter dated the 13th March 1913 the following memorandum representing the views of the Deputy Superintendents of Police drawn up by the Committee appointed by the Inspector General of Police is respectfully submitted for the consideration of the Right Honourable the Chairman and Members of the Commission The Committee consulted the Deputy Superintendents employed in these Provinces and their suggestions have after careful consideration been embodied in the Memorandum

The Indian Officers of Police have always been true to their salt and have worked loyally and faithfully with other members of the Force especially during the troublous and exciting days of unrest in this country to the extent of even sacrificing their lives We beg to assure the Royal Commission of our unshaken loyalty to Government and we hope that the views expressed herein will be understood as meaning to ameliorate the condition of police service and to make it a more efficient instrument of administration

(2) *General*—The post of Deputy Superintendent of Police was created in these Provinces on the recommendations of the Police Commission of 1902–03 and in July 1906 pursuant to the Government Resolution No 248–249 dated the 21st March 1905 six distinguished graduates of the Allahabad University who were eligible for other Provincial executive services were appointed Six selected Inspectors of Police with a good record of service were also taken in the higher rank The appointments were subsequently made partly by promotion of Inspectors and partly by direct recruitment All the 35 posts have now been filled up

The principle underlying the creation of the post was thus described in the above Resolution of the Government of India — The Governor General in Council trusts that it may be found possible to secure good material for this class on whose judicious selection will greatly depend the enlistment of the sympathies of educated Indians on the side of the police and who will furnish the source from which Indian District Superintendents may eventually be drawn

(3) The Police Commission of 1902–03 in paragraph 67 of their report observed that the native agency must be employed to the utmost extent They were also of opinion that competent men who could eventually be appointed as Superintendents of Police were available in every Province They recommended that the beginning should be made at once

The creation of the appointment was hailed throughout the country with satisfaction and the Indian public viewed with satisfaction the recommendation of the Police Commission that the status of the Assistant Superintendents of Police and that of the Deputy Superintendents of Police was to be the same

The Government Orders on the subject created an impression that the post of a Deputy Superintendent of Police would be better than that of a Deputy Collector Two of the distinguished and well educated members of the latter service got themselves transferred to the new Police Service It is a matter of great regret that they subsequently chose to go back to the Revenue line finding that the post was not so attractive as Government had meant it to be and that they had better prospects in their own line

(4) In the absence of any specific regulations with regard to the work and daily duties of the Deputy

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[*] Signed by Imam Muhammad Khan Jagannath Prasad Zafar Omar and Santokh Singh Deputy Superintendents of Police Members of the Committee

Superintendents the Superintendents employed them in any capacity they thought fit Some of the Superintendents not appreciating the main object with which the post was created, i e *to bring Police Administration more in touch with the people and to secure a class of self relying and capable Indian officers* employed them solely in office work The Inspector General of Police in the Annual Administration Report for the year 1908 deprecated the practice and the Local Government in their Resolution No 940—VIII of 1909 dated the 8th of September 1909 considered the practice to be most unsatisfactory and observed the Lieutenant "Governor also regrets to notice that some District Superintendents of Police are reported to employ Assistant and Deputy Superintendents on the dreary details of office work No better plan of sapping their enthusiasm could be devised than this Moreover it displays on the part of Superintendents concerned a lack of appreciation of the needs of Police Administration which throws a doubt on their own efficiency What is required more than anything else is supervision of the investigating officers of inferior status To chain an Assistant Superintendent or Deputy Superintendent to the desk in order that he may do the work of clerk when he might be engaged in active supervision of the Subordinate police is a practice for which there is no excuse This was followed by some improvement but the Lieutenant Governor still found occasion while reviewing the Police Administration Report for 1909 to observe 'Superintendents should understand that it is perfectly possible for them to make over in a methodical manner a portion of their duties to their Assistants without in any way ceasing to be the moving spirit in police administration in their districts In the past there has been a tendency for some Superintendents to consider their juniors too much as Assistants in routine office work and nothing else That tendency was noted in the last year's report and Superintendents were told in the Review last year that they must use their Assistants as co adjutors and not as Head Clerks

In districts where they were judiciously employed satisfactory results were obtained Two Deputy Superintendents were commended by the Inspector General of Police who remarked I am glad to bring to notice also the excellent work done by the Deputy Superintendents in 1909 Those of them who were promoted to that grade from Government Service are all picked men The directly recruited officers have all justified their selection already (*Annual Police Administration Report for the year* 1908) Their work has met with appreciation in subsequent years also The Deputy Superintendents have not only been useful to the Superintendents but three of them who held temporarily independent charge of Districts during the year 1911 acquitted themselves with the greatest credit (*Annual Police Administration Report for the year* 1911)

The success of the reforms introduced on the advice of the Police Commission has been favourably commented upon by the Public Press and Deputy Superintendents have in no small measure contributed towards it The Pioneer' in a recent issue observed —

> 'Ten years have now passed since the Indian Police Commission completed its labours in this country Many of the reforms it recommended have been introduced and the general result has been declared by various able and distinguished persons in high position to be extremely satisfactory

In spite of this the Committee may be permitted to submit that the Deputy Superintendents have been treated as second class officers and considered as inferior to the Assistant Superintendents with whom they enjoy equal departmental status The distinction drawn in respect of uniform priority of the Assistant Superintendent's claim to hold charge of a district even if he were junior to a Deputy Superintendent posted to the district allowances and inter grade promotions during leave vacancies has made the post less attractive and is likely to impair the *morale* of the Force As a matter of fact the post is now considered to be much inferior to that of a Deputy Collector and we respecfully beg to point out that both of the two Deputy Collectors who came to the Department with high hopes were soon disappointed and reverted to their original posts even at a reduced rate of salary Since then no Deputy Collector has been appointed as a Deputy Superintendent

(b) In these circumstances we may be permitted to add that it is of paramount necessity to introduce substantial changes and remove the existing anomalies in the service At present the Police Regulations do not clearly define the duties of the Deputy Superintendents and it is desirable that in their sphere of work they should have more freedom of action than they now possess A Deputy Collector or Munsiff or an Assistant engineer in charge of a sub division knows perfectly where he is what duties he has to perform and what powers and privileges he enjoys He has a certain amount of independence in the execution of his duties and feels the weight of his responsibility which develops his habit of taking independent and judicious line of action. He has consequently more initiative and self reliance—qualities the possession of which by public servants cannot be over rated The Deputy Superintendents on the other hand are not entrusted with real and effective control of their subordinates in their sub divisions seeing that postings and transfers are generally done without their knowledge and consultation or recommendation They have no powers to grant leave award punishment or give rewards independently The present state of things does not enable them to bring their full influence to bear on police administration, and sometimes leads to friction which tends to have a prejudicial effect on the police administration of the district The Head of the Department thus loses the advantage of the counsel of an Indian officer whose knowledge of the people and local conditions enables him to render useful assistance

61 877 **(I) Methods of Recruitment.**—The present rules regarding the recruitment of the Deputy Superintendents of Police are contained in paragraphs 420 and 421 of the Police Regulations United Provinces 1912 According to them any graduate of the Allahabad University or of an English University or a Barrister at Law a Deputy Collector or a Tahsildar and an Inspector of Police are held eligible for appointment to this post In the case of direct recruitment and of the promotion of Inspectors nominations are made by the Inspector General of Police In the case of Deputy Collectors and Tahsildars they are made by the Inspector General of Police with the assistance of the Board of Revenue All appointments are made by the Lieutenant Governor The Committee would recommend that nominations for direct recruitment and for transfer from among Deputy Collectors should also be made by Commissioners of Divisions and the candidates must be graduates of an *Indian* or any other recognised University or Barristers at Law We do not recommend the appointment of Tahsildars and officers of lower grade to this post and beg leave to suggest that in addition to Deputy Collectors appointments may also be made from the Gazetted ranks of the Judicial and Excise Departments In this case also the candidates must be graduates and should possess other qualifications required of a Deputy Superintendent of Police

Nominations from the Excise Department may be made by the Board of Revenue and from the Judicial line by the High Court We do not recommend the system of recruitment by competitive examination in the United Provinces We recommend that all candidates nominated for appointment to this post should appear before a Committee consisting of the Inspector General of Police a member of the Board of Revenue and a District Judge or a Magistrate who will see that the candidates possess the necessary qualifications and are in every way fit to be appointed to the post Their recommendations should then be forwarded to the Lieutenant Governor for final orders We do not approve of the present rule that only Europeans may be recruited in England and we would throw open the competitive examination in England to Indians as well

61 878 **(II) System of Training and Probation.**—The present system of training and probation is quite satisfactory in these Provinces and we have no suggestions to offer

61 879 **(III) Conditions of Service**—We would strongly urge that the Deputy Superintendents should be placed on the same list as the Assistant Superintendents and the present distinction of Imperial and Provincial Services should be abolished in order to restore to them the departmental status meant for them by the Police Commission of 1902–03 The police being a semi military service the division of the officers of the same status and performing the same duties into different classes has a prejudicial effect on discipline as this has led rightly or wrongly to the deplorable distinction of superior and inferior services The Maharaja of Darbhanga one of the members of the Police Commission (1902–03) apprehended the danger which the different nomenclature would create and he strongly disapproved of any differences whatever in designation or class This distinction has been done away with in the case of the P W D Officers and both Provincial and Imperial Engineers have been brought on the same list and we understand that the Subordinate and Assistant Sessions Judges also would now be placed on one list Other Departments coming under the head Executive and which make no such distinction are the Opium the Post the Telegraph the Railway—Traffic Stores Engineering and the Audit Branches and the Excise and Finance Departments All officers whether European or Indian whether recruited in India or enlisted by the Secretary of State in England, are graded together and have equal privileges This entitles the Indian officers to be called first class officers and treated equally in matters of official and social nature

The number of the European and Indian gazetted officers in this list should be equal This would be consistent with the views expressed by the Maharaja of Darbhanga (Police Commission Report, 1902–03, page 157) the experiment as shown above of appointing Indians to the gazetted rank of Police service having proved successful

It is at present understood although we are not aware of any published rule, that a Deputy Superintendent should put in at least five years service in one grade before he is held eligible for promotion to the next higher grade If this be enforced no Deputy Superintendent will go to the present Rs 500 grade till he has completed 15 years whereas an Assistant Superintendent is generally promoted to that grade in six years although in consequence of his being allowed grade promotions in officiating vacancies (a privilege denied to Deputy Superintendents) he begins to officiate in this grade much earlier We would respectfully point out that this rule has been very strongly resented by all the officers affected by it

It would be superfluous on our part to dilate on the qualifications of Indians for appointment to higher ranks seeing that they already successfully occupy places of greatest responsibility In these Provinces eight posts of District Judges and two posts of District Magistrates are reserved for Indians and the Police Commission Report and the Government Resolution thereon presuppose the eligibility of Indians for the post of Superintendent of Police As set forth above some Deputy Superintendents have been tried as Superintendents in temporary vacancies and they acquitted themselves with great credit It would be a great advantage if Indians of education and character could be employed in the Department on terms of equality with European Officers As natives of India they have greater insight into the character of their countrymen and have a greater knowledge of local prejudices and conditions and are therefore able to efficiently supervise the work of the subordinates who are mostly Indians

In the United Provinces no Indian occupies the rank of Superintendent and in the matter of temporary arrangements during the leave season preference is given to junior Assistant Superintendents of Police This complaint is not likely to be removed unless a number of posts is reserved exclusively for Indians In our opinion the minimum limit of percentage should be 25

The present distinction of head gear (*Safa* and helmet) shoulder badges and buttons (I P and U P P) for European and Indian officers should be done away with It should be optional for all gazetted officers to adopt either European or Indian head dress This will add to the comforts of those who have adopted European dress and will obliterate the present impression that the distinction in uniform means inferiority in service We may be permitted to point out that in other departments where official garments are prescribed or customary there is no distinction of rank observed in the dress *e g* clerical robes academicals, canonicals &c

61 880 **(IV)—Conditions of Salary**—In order to bring this service on a level with other Provincial Services we propose that the pay of a Deputy Superintendent of Police should begin from Rs 300 rising to Rs 700 by increments of Rs 100 in each grade, Deputy Collectors start from Rs 250 and rise to Rs 800, Extra Assistant Conservators of Forests from Rs 290 to Rs 650 Opium Department Rs 300 to Rs 1 000, Post Office Superintendents from Rs 200 to Rs 600 and Subordinate Judges from Rs 500 to Rs 800 At present the salary of the lowest grade of Deputy Superintendent of Police is Rs 250 which is also the salary of first grade Inspectors of Police Unlike the other services the Deputy Superintendents have to provide themselves with a costly uniform and a good charger and accoutrements While under training at the Provincial Police Training School Indian officers should like Assistant Superintendents get the full pay of the lowest grade as they have initial expenses to bear on account of uniform &c If our recommendation be accepted we propose that the pay of a Superintendent should begin from Rs 800 as it is only fair and necessary that a Superintendent of Police who holds the charge of a district should draw at least as much pay as a first-grade Deputy Collector

The travelling and daily allowances of the Deputy Superintendents should be the same as those of the Assistant Superintendents as they have to keep the same kit to perform the same duties and are of the same status The present allowances are quite inadequate In the Public Works Opium and Excise Departments all Gazetted Officers are entitled to the same allowances All Assistant and Deputy Superintendents when posted to districts where a local allowance is sanctioned should be entitled to it The Assistant and Deputy Superintendents when attached to a railway police section should have an officer's carriage or a set of suitable tents with camp furniture

61 881 **(V) Conditions of Leave**—The service in the police is more exacting and trying than that in any other branch of the Public service Its members require more rest after their arduous duties and the present limit of two years furlough is inadequate We beg to suggest that the period of furlough should be raised to four years that is one year after each period of five years active service No officer may take furlough until he has put in six years service, nor may he be allowed to accumulate more than two years' furlough

61 882 **(VI) Conditions of Pension** — Officers should be allowed to retire voluntarily after 25 years service including four years furlough and be entitled to invalid pension after 20 years No officer should be allowed to remain in service after he has attained the age of 55 years

We would propose that the minimum amount of pension for a Deputy Superintendent of Police should be Rs 200 per month after five years service in the gazetted rank

61 883 **(VII) Such Limitations as may exist in the Employment of Non Europeans, and the working of the Existing System of Division of Services into Imperial and Provincial.**—This has been fully dealt with in paragraph 61 879 (Conditions

of Service) and we only beg to emphasise that the distinction of Imperial and Provincial Services is an unnecessary evil and should be done away with There should be no bar to the appointment of non European subjects of His Majesty to the higher ranks of the Police Service

61 884 **(VIII.) Relations of the Service with the Indian Civil Service and other Services**—In addition to what we have said in paragraph 61 879 (Conditions of Service) we beg to say that Gazetted Officers of the Police Department should be eligible for appointment to posts of equal status in other branches of the Public service provided they possess the necessary qualifications for them.

61 885 **(IX.) Any other Points within the Terms of Reference to the Royal Commission not Covered by the Preceding Heads.**—As no fewer than half the available posts of Deputy Superintendents will be filled up by promotion from among Reserve Circle and Prosecuting Inspectors of Police who are now all graded together on one list it is necessary that a likely Inspector for promotion to the Gazetted rank should be conversant with the duties of all the branches of Police work The regulations should be so framed as to enable an Inspector to be transferred from one class of Inspector to another The Reserve Inspectors who are invariably Europeans are at a disadvantage because they are given no chance of investigating serious cases and conducting important prosecutions Similarly the Circle and Prosecuting Inspectors are handicapped in the matter of drill and other duties connected with the Reserve Our suggestion if accepted would be conducive to greater efficiency among Inspectors and it would be possible to secure better men for the Gazetted ranks

The last point which we would respectfully bring to the notice of the Royal Commission is the system of demi official complaints against Gazetted officers of which they are kept in absolute ignorance It is a harmful practice and gives no chance to the officer concerned to clear himself or to explain his conduct Officers in police are particularly liable to be misrepresented by certain sections of the public or discontented subordinates

Before action is taken in respect of such complaints by the superior authorities such as transfer and supersession, the officer should invariably be given an opportunity of defending himself

In conclusion we respectfully submit that in view of the daily changing condition of the country and the people the duties required of Police Officers are proportionately becoming more exacting and arduous and it is very necessary that all branches of Police service should be kept in a state of the greatest efficiency and contentment We therefore hope that the views expressed in the Memorandum will meet with the sympathetic and favourable consideration of the Royal Commission.

MAULVI ZAFAR OMAR called and examined

61 886 (*Lord Ronaldshay*) The witness said he joined the Police Department in January 1908 by direct appointment and went to the Training School at Moradabad for about a year and was then sent to district work and had been at district work ever since The written statement that had been put in represented the opinion of the whole of the Provincial Service The Inspector General of Police selected four officers of whom he was one the other three being promoted from the Inspector s grade and as soon as they heard they had been selected they sent a circular to all the officers and out of the 35 who occupied the post of Deputy Superintendents 21 sent in their opinions so that the written statement embodied the views of 25 persons out of 35 Printed copies of the memorandum were subsequently sent to all the officers who approved it and have since forwarded a few suggestions

61 887 The proportion of direct appointments and promoted appointments amongst Deputy Superintendents was about half and half and the officers were satisfied with that proportion. They disapproved of recruitment to the Provincial Service by examination, believing it was better to have recruitment by selection as at present because selection properly made would give good Police officers The witness was of the opinion that if an Indian living in England desired to send his son up for the Police Service he should be allowed to do so but those enlisted in India should be on an equality with the candidates enlisted in England and should have no mark of inferiority attached to them on that account

61 888 With reference to the difference between an Assistant Superintendent and Deputy Superintendent, the witness said there was one district where there was a Deputy Superintendent and an Assistant Superintendent the former having about seven years experience and having already officiated very creditably for six or seven months at a stretch. In the hot weather the Superintendent went on a month s leave and the Deputy Superintendent, although the senior officer in the district was not allowed to hold charge it was given to the Junior Assistant Superintendent who had lately come from the Police Training School. The fact that according to the Civil List for July 1911 two Deputy Superintendents who had been appointed in 1908 were officiating although the junior Assistant Superintendent had been appointed in 1906 might have been due to the vacancy being a very short one and there was no Assistant Superintendent attached to those districts and perhaps an officer could not have been sent from outside without disturbing the whole thing The burden of the complaint was that Deputy Superintendents were not given the same opportunities as Assistant Superintendents for doing the work for which they were recruited. It was clearly laid down in the Police regulations that when a Superintendent was out in camp a junior officer should be in charge of headquarters but an Assistant Superintendent if he had a certificate of efficiency would hold charge irrespective of the fact that the Deputy Superintendent had had a much larger experience If the Assistant Superintendent had not qualified for the charge of a district, it rested with the Superintendent to appoint which officer he liked and generally he appointed the Assistant. Deputy Superintendents wished to be put on one list with the Assistant Superintendents If that were done he did not think much trouble would arise from the fact of an Assistant Superintendent being promoted over the heads of Deputy Superintendents above him on the list, because the promoted officer would be a selected man It would affect Assistant Superintendents and Deputy Superintendents alike

61 889 With regard to pay when the written statement was drawn up the question of incremental pay was urged only by a few officers but suggestions were received afterwards from the majority of officers that it should be pressed for especially as it was the suggestion of the members of the Imperial Service also

61 890 With regard to the exacting nature of Police duties the witness said that out of the four officers who were on the Committee who drew up the written statement two of the Inspectors were fairly old men one having put in about 20 years service and the other 24 and they both said that they were not physically qualified now to go about the district and if they were given an option would certainly retire at once As in the case of Postmasters Police officers were always employed on Sundays and holidays and especially at night when criminals were most busy According to the new rules if there was a report of the slightest ill treatment of a person by a Police officer the Gazetted officers were required to visit the spot at once perhaps a distance of 50 miles from the camp

61 891 With regard to the system of demi official complaints against gazetted officers he thought that applied to the members of the Imperial Service also

and that the reference was really to confidential reports Officers saw the results of confidential reports in the shape of transfers but were never informed of the cause An officer was frequently punished in consequence of a confidential report without being given the opportunity of clearing himself

61 892 With regard to the suggestion that 25 per cent of the superior posts should be given to promoted Deputy Superintendents the witness agreed that the best way of giving Indians access to the superior posts was by promoting them from the Provincial Service provided that no distinction was made in the case of Superintendents promoted from Assistant Superintendents between those who had passed their examination in England and those who had been appointed in India He should prefer to see a man promoted who had a fair chance of a good many years service after promotion neither a young man nor a man at the top of his grade He thought it would cause no discontent in the ranks of the Provincial Service if they were allowed to rise to the same pay as the men in the other Provincial Services If they were not good enough to be promoted above Rs 700 or Rs 800 they would have no cause to complain

61 893 (*Sir Murray Hammick*) The witness said it frequently happened that Deputy Superintendents had no real effective control of the subordinates owing to the fact that postings and transfers were made by Superintendents without their knowledge or without consultation and mentioned a case where he himself was appointed to inspect the year s work of a station officer who in the meantime was given a holiday so that he had to look into the work during the absence of the officer concerned.

61 894 With regard to the complaint as to uniform the officers did not object to wearing the turban but to its being compulsory as it made a distinction between the English and the Indian officers Some Indian officers would not care to wear a helmet but they would like the distinction removed and that was the view not only of the younger men but of the older men. The difference in the shoulder badge was a matter of very little importance

61 895 With reference to retirement after 25 years service the witness thought a Police officer needed a rest after that time and officers promoted from Inspectors at an advanced age certainly wished to go

61 896 With regard to the proportion of Europeans and Indians in the Department the view was that there must be at least 25 per cent Indians and that Indians should not be debarred from promotion to the higher ranks He thought Indians could now fill 25 per cent of higher posts in the Force

61 897 With regard to the demi official reports it was true that a transfer was not a punishment under the rules but as a fact it was so in some cases It was something that might happen in any service

61 898 (*Mr Chaubal*) The witness considered that Indians could perform the functions of Superintendent of Police quite efficiently When in camp Deputy Superintendents had experience of the same kind of work as Superintendents but there were no rules regulating the work He himself had officiated as Superintendent once for one month and on another occasion for nine days Of course if a man was acting for one month he would not be expected to effect the reforms he might desire to carry out as a permanent Superintendent

61 899 (*Mr Macdonald*) The witness said the desire of the officers was to have their service put on the same footing as the Imperial Police Service and the emoluments should be not less than those of the Provincial Civil Service The witness said he was a graduate of the University of Allahabad and came from the same group of men which provided members of the Provincial Civil Service He entered the Police because he liked the work better and he assumed that the Deputy Superintendent was to have exactly the same functions and administrative status as Assistant Superintendents He was of opinion that the order of the Government of India of March 21 1905 defining the relation between Deputy Superintendents and Assistant Superintendents had not been carried out and that as a matter of fact Deputy Superintendents were inferior officers to Assistant Superintendents and were not treated as equals by Assistant Superintendents or by Superintendents His suggestion was that the division between the Assistant and the Deputy Superintendent should be removed

61 900 (*Mr Abdur Rahim*) The witness said the head dress was very much the same as that of Inspectors and Sub Inspectors and the general public mixed up Deputy Superintendents with Inspectors and Sub Inspectors owing to that similarity and treated them more or less as subordinate officers

61 901 He himself when in charge of a sub division did not find any difficulty in getting on with the public

61 902 (*Sir Theodore Morison*) The witness declared that if Deputy Superintendents were put on an equality with Assistant Superintendents and educated Indians could get into the highest ranks of the Service he would not press the admission of Indians by the London examination. He had found that the fact of his having been captain of the football team and monitor at his College served him well in the Police because his experience in controlling his equals on the football field was of value to him in controlling subordinates in the Service and in dealing with the public In selecting a man for the Police he thought he should prefer one who had been the captain of a cricket or football club rather than one who had got through only by cramming from books There were certain men of his time who were very bad at passing examinations but who were doing very well in the Government Service better than those who had passed the examinations with more credit The educational test he should like to impose would be the B A degree and a man s reputation at his College would be the best test for his doing well as a Police officer

61 903 (*Mr Richardson*) The witness said he had himself nothing to complain of with regard to his treatment by his Superintendent More or less he stood in the same relation to the Superintendent as the Deputy Collector stood to the Collector although according to the last Police Commission Report he was entitled to a superior status

61 904 He did not think he would be satisfied with one Provincial Service for Indians with appointments as Deputy Collector Superintendent of Police and such like open to candidates who passed the examination, because a man who would do well as a Munsif would probably not do well as a Police officer

61 905 With reference to the head dress of a Deputy Superintendent and Sub Inspectors and Inspectors it was true there were more silver stripes on that of a Deputy Superintendent but that would not be noticed by Indians

The witness withdrew

At Calcutta, Thursday, 22nd January 1914

PRESENT

THE EARL OF RONALDSHAY M.P (*in the Chair*)

SIR MURRAY HAMMICK K C S.I. C I E
SIR THEODORE MORISON K.C I E
MAHADEV BHASKAR CHAUBAL Esq C S I
ABDUR RAHIM Esq

And the following Assistant Commissioner—

F C DALY Esq C I E Deputy Inspector General of Police Bengal.

M S D BUTLER Esq C V O C I E (*Joint Secretary*)

R B HUGHES BULLER Esq C I E I C S Inspector General of Police, Bengal

Written Statement relating to the Police Department

61 906 (I) **Methods of Recruitment.**—No alterations in the present system appear to be required

61 907 (II) **System of Training and Probation.**—The system of training in force is working well and does not require modification The school course for probationary Assistant and Deputy Superintendents is regarded as particularly beneficial to them

61 908 (III) **Conditions of Service**—(*a*) The question of the reservation of the appointment of Inspector General of Police for the Police Service only has been much discussed. At present the position is regulated by the orders of the Government of India in paragraph 38 of Home Department Resolution Nos 248-259 dated the 21st March 1905 and local Governments have full discretion either to fill the post from the Civil Service or from the police as may be most expedient There would appear to be no good grounds for altering this rule The tendency is certainly to seek for and select a police officer if a competent one is forthcoming and this tendency is likely to be more pronounced in future years as officers recruited under the modern system attain higher rank.

(*b*) The travelling allowance rules are not at present sufficiently liberal, especially in connection with the transport of horses and conveyances at Government expense and when an officer is proceeding on transfer,

Double first-class fare when travelling by train and single first-class fare *plus* the fares for two servants at the lowest class when travelling by steamer is the only travelling allowance admissible to Superintendents and Assistant Superintendents The rules should be revised so that an officer on transfer may be reimbursed the actual expenses in conveying himself his wife and children a reasonable amount of baggage a reasonable number of servants two horses and a conveyance

In this connection it may be noted that mobility is of the first importance in a police officer and that Article 1 000 of the Civil Service Regulations operates exceedingly harshly in the case of the police It is for this reason that it is suggested that every gazetted police officer should be allowed to take with him on transfer one conveyance and two horses so that he may be available for immediate duty should necessity arise The same rule *mutatis mutandis* should apply to subordinate officers

It is also for consideration whether deputy superintendents should not be treated as first class officers for the purpose of the travelling allowance rules It is true that Deputy Magistrates except those in charge of subdivisions get second class travelling allowance, on the other hand Inspectors and Sergeants draw second class travelling allowance and the fact is considered derogatory by Deputy Superintendents

At any rate Deputy Superintendents in charge of subdivisions should certainly be permitted to draw travelling allowance at first class rates As officers in charge of subdivisions they have constantly to be on tour and Rs 3 per *diem* and 4 annas a mile are insufficient to enable them to travel in a manner consonant with their position. In this connection attention is invited to the correspondence initiated with Home Department letter No 405 dated the 5th May 1897 (Finance Proceedings for August 1897 Nos 1-5)

(*c*) It would be felt as a great boon by the Police Service if the wife and children of an officer could receive medical attendance free

61 909 (IV) **Conditions of Salary**—(*a*) It is suggested that having regard to the nature of their work and responsibilities Deputy Inspectors General should be graded on Rs. 1 500 Rs 1 750, and Rs 2 000

(*b*) The initial pay of a Deputy Superintendent fourth grade is Rs 250 a month which is also the pay of a first grade Inspector Formerly vacancies in the first grade of Inspectors were reserved for officers unfit to be promoted to the rank of Deputy Superintendent but as this restriction has now been withdrawn by the Government of India the last grade should be abolished and the initial pay of a Deputy Superintendent should be raised to Rs 300

(*c*) If this suggestion is accepted Deputy Superintendents under training at the College who now receive Rs 100 a month should receive Rs 150 *i e*, half the pay of their initial salary They find difficulty in making both ends meet on Rs 100

61 910 (V) **Conditions of Leave**—This matter is already under the consideration of the Government of India as a result of the recommendations of the Decentralization Commission and no further remarks are required here

61 911 (VI.) **Conditions of Pension** — Under Chapter XIX Article 474 Civil Service Regulations a police officer cannot obtain any pension without medical certificate till he has completed 30 years service At the same time Government cannot dispense with his services until he is 55 The Police Commission in paragraph 87 of their report recommended that the compulsory period for service for pension should be reduced. Thirty years they held to be too long Government should have power to compel the retirement of an officer after 25 years service on the pension now admissible for 30 years service and an officer should be entitled to retire on full pension after 25 years service if he desires to do so

The Bengal Government supported this view in paragraph 38 of Mr Macpherson s letter No 3291 J dated the 21st July 1904 The following is an extract of their opinion — On general grounds the proposals of the Police Commission appear to be sound A far larger number of officers break down here than in England at a comparatively early age owing to the climate and many officers tolerably good when they are young lose all their energy and capacity for business in many cases long before they are 45 To keep on such officer is injurious to the public and sometimes it is very hard on the officer concerned The extra five years in India may make all the difference to an officer retiring in good health or to his staying on a broken down man unlikely to live long after his retirement

To this it may be added that in several respects a police officer s life differs materially from those of other European services In no other service is an officer always legally *on duty* Activity among its members is essential and far more important than, say in the Civil Service or Public Works Department In most other services men at 40 years of age have reached a stage where they can inspect at leisure and where much of their time is taken up in more or less sedentary work. On the other hand a Deputy Inspector General or Superintendent of Police must be constantly on tour and ready at any moment to proceed to the scene of a crime in a remote and often inaccessible place or to prevent a breach of the peace Hence a man is usually too old at 50 to be of much use as a Superintendent of Police He has either to be posted to a light charge or he goes on leave to eke out his time

On the other hand, there are some officers whom it is manifestly in the interests of the State to retain until they are 50 A process of weeding should, there fore take place at 45 when officers might be allowed to retire voluntarily and when the local Government should be in a position to insist on compulsory retirement Those on the other hand whose services are retained should be attracted to do so by an enhanced pension of, say 100*l* a year as an additional emolument The pension should be 500*l* a year as originally fixed by the Court of Directors I would maintain the extra Rs 1,000 for three years efficient service *either officiating or permanent* as a Deputy Inspector General, and I would give an extra Rs 1,000 for three years efficient — officiating or permanent — service as an Inspector General. This accords with the recommendation made in many quarters about the Indian Civil Service that officers attaining high rank should receive an enhanced pension. It also corresponds with the system prevailing in the Army

61,912 **(VII.) Such Limitations as may Exist in the Employment of non Europeans and the working of the Existing System of Division of Services into Imperial and Provincial.**—Paragraph 20 of the report of the Indian Police Commission of 1902–03 mentions the history of this question. Originally police officers were largely drawn from the commissioned ranks of the Indian Army but for various reasons this source of recruitment became gradually closed and police officers were appointed by nomination, pure and simple This method of selection was condemned by the Public Services Commission of 1886–87 and from 1893 recruitment was by competition in England, by competition in India, and by the promotion of officers already in the Public Service

As a consequence of the recommendations of the Police Commission (*vide* paragraphs 63 to 69 of their report and paragraph 27 of Home Department Resolution Nos 248–259 dated the 21st March 1905) candidates must now ordinarily be British subjects of European descent and at the time of their birth the father must be a British subject either natural born or naturalised in the United Kingdom power is however reserved to the Government of India to make appointments in exceptional cases of Europeans educated in India on the recommendation of a local Government Five per cent of Superintendents can also be recruited from the rank of Deputy Superintendents Since the Police Commission sat no circumstances have arisen indicating that the present system of recruitment is not based on sound lines On the contrary recent events in Bengal have proved conclusively that the driving power and control and power of enforcing discipline which is assured by the presence of a large proportion of British officers in the force is essential

The majority of the Commissioners held that the employment of Indians as Superintendents must be carefully and gradually introduced Time has shown conclusively that this recommendation was fully justified It is to be borne in mind that the Superintendent of Police is not only responsible for the prevention and detection of crime but has a large armed force under him with which he must maintain the peace of his district and meet emergencies of every kind, for which pluck resource and quick decision are essential. This latter fact is apt to be lost sight of.

It may be observed that under paragraph 34 of the Resolution of the Government of India on the Report of the Indian Police Commission of 1902–03 Deputy Superintendents who are promoted to the rank of Superintendent receive pay running from Rs 600 to Rs 900 in four grades The reasons for this grading are given in paragraph 68 of the Police Commission's Report

Apparently the Police Commission did not contemplate that a Deputy Superintendent would rise to the highest grade of Superintendent of Police or to the rank of Deputy Inspector General, as no pay was fixed for these ranks and having regard to the present state of the cadre in Bengal and to the qualifications of the Deputy Superintendents it is improbable that for many years to come such a contingency will arise

61,913 **(VIII.) Relations of the Service with the Indian Civil Service and other Services**—The only officers of other services with whom the police come in constant contact in the course of their departmental work are the Commissioner and District Magistrate. The principles governing the relations of these officers with the police were communicated in paragraphs 48 and 49 of Home Department Resolution Nos 248–259 dated the 21st March 1905 and have generally worked well. The District Magistrate is the head of the criminal administration of the district and responsible for its efficiency He therefore controls and directs the police and where necessity demands has power in consultation with the Superintendent of Police to make such disposition of the force as is required for the maintenance of law and order and the suppression of crime The Superintendent of Police however is responsible for the efficiency and good behaviour of the district police is in direct command of the force and in charge of the ordinary distribution of the police force and its internal management and discipline Constant personal communication between both officers is insisted on.

The Commissioner exercises supervision and control over the action of the Magistrates, and his orders when affecting the police have to be promptly executed.

Attached is a copy of rules 46 and 47 of the Eastern Bengal and Assam Police Manual which explain the general position (Annexure I)

61,914 **(IX.) Any other Points within the Terms of Reference to the Royal Commission not covered by the preceding Heads**—(*i*) In the rank of Deputy Superintendent appointments are made from two collateral sources viz (1) by selection from outside candidates and (2) by the promotion of Inspectors so as to secure to either class half of the total number of appointments. The result has been that half the number of officers has entered the service at a comparatively young age while the rest have been appointed at a time when they had usually completed 20 years service or more The same principle of promotion cannot therefore be applied to both classes of officers and this anomalous position was represented to Government by me in February 1913 and as a tentative measure the local Government have decided that for the purpose of promotion, the cadre should be divided into two branches—one to consist of officers appointed by direct recruitment and the other of promoted Inspectors

This arrangement will secure for an officer promotion in his own line The orders are that promotion to the first two grades in both the lines will be made strictly by selection and to the third grade it will ordinarily be made by seniority subject to approved service

It has also been laid down as a working principle that in the cadre of Deputy Superintendents appointed by direct recruitment officers in the fourth and third grades will ordinarily not be eligible for promotion to the next higher grade until they have completed six years in the fourth and third grades respectively A copy of the Government order on the subject (No 3830 A. dated the 16th July 1913) is appended (Annexure II.)

It is clear that the cause of our difficulties lies in recruitment from two collateral sources, and that the same problem which has arisen in Bengal must occur in course of time in other Provinces also and that unless remedial measures are adopted there must inevitably be a block of promotion in a few years time when all the directly recruited men have obtained posts in the highest grades

The remedy appears to lie in the adoption of a time scale under which no one of the direct recruits should be promoted to the next grade unless he has been roughly 6¼ 6¼ and 7½ years respectively in the fourth third, and second grades A man would thus complete his career in 25 years of which five years should be in the first grade or in the rank of Superintendent I have fixed this as the period of service for pension in view of the Police Commission s recommendations in paragraph 87 of their report

With regard to promoted Inspectors a different basis of calculation must be adopted, and I base it on the assumption that they will ordinarily remain for 15 years in the service after their promotion to gazetted rank My suggestion is that they should not be given promotion to the next grade unless they have served for roughly 3¼ 4 and 4½ years in the fourth, third and second grades respectively the remaining period being spent in the first grade or in the rank of Superintendent

To put it in other words the Police Commission in suggesting the grading which they recommended in Appendix XII of their report lost sight of the fact that it was only appropriate for a service in which the men would all enter at the same age and serve the same length of time but not for a service of which half the men enter at a considerably older age than the remainder

(*ii*) If the system of grade promotion is allowed in acting vacancies as a result of the proceedings of the Public Services Commission in Provincial Service generally the order should apply to Deputy Superintendents

(*iii*) Much hardship and inconvenience is caused to officers holding permanent appointments in Calcutta by the absence of house accommodation provided by Government In the case of the Calcutta Police the principle has been accepted (*vide* paragraph 96 of the Police Commission s report) that gazetted officers should be provided with free house accommodation, and this principle should be extended to officers of the Bengal Police permanently stationed in Calcutta. It may be noted that present house allowances are too low Officers posted to Calcutta are seldom sure of the tenure of their office and as the usual term of letting in Calcutta is three years officers are constantly forced to pay exorbitant rents for shorter periods or to live in hotels or boarding houses

(*iv*) The Deputy Superintendents of the Bengal Police have complained that their position is not similar to that of Assistant Superintendents of Police and have referred to rules 11 and 792 of the Bengal Police Manual This distinction did not exist in Eastern Bengal and the position has recently been completely defined in Police order No 69 of 1913 a copy of which is attached (Annexure III)

(*v*) There appear to be good grounds for reconsidering the position of Deputy Inspectors General and Superintendents in the Warrant of Precedence At present Deputy Inspectors General and Superintendents drawing Rs 1 200 rank in No 73 of the warrant and Superintendents of Police drawing Rs 900 and over in No 78 It is suggested that having regard to their status responsibilities and service Deputy Inspectors General should rank in No 55 of the warrant Superintendents of Police of the first and second grades in No 73 of the warrant and all other Superintendents in No 78

Deputy Commissioners of Police should not occupy a special position on the Warrant but should rank according to their grade in the Provincial Police List

ANNEXURES TO THE ABOVE

Annexure I —Rules 46 and 47 of the Eastern Bengal and Assam Police Manual Part I

46 *Relations of Superintendents of Police with District Magistrates* —The administration of the Police throughout the local jurisdiction of the Magistrate is vested in the Superintendent of Police under the general control and direction of the District Magistrate The latter is entirely responsible for the peace and criminal administration of his district and may employ the police as he thinks best for the maintenance of law and order and for the detection and suppression of crime

He has however no authority to interfere in the internal organisation and discipline of the police forces but it is his duty to bring to the notice of the Superintendent of Police all cases in which the conduct and qualifications of a police officer affect the general administration of a district

He has power to call for papers relating to the conduct or character of a police officer and the papers regarding all serious cases of misconduct and all cases affecting the public must be submitted to him by the Superintendent of Police and the District Magistrate has power to send them on to the higher authorities through the Commissioner He may order an inquiry in any case of misconduct on the part of a police officer

All orders of the District Magistrate relating to the police except those passed in his judicial capacity and except in cases of emergency should be addressed to the Superintendent of Police or should pass through him The Superintendent of Police as the local head of the Police under the District Magistrate is bound to carry out his orders except in regard to the internal economy organisation and discipline of the force and matters of a purely departmental nature and even in such matters he should pay due regard to his wishes and suggestions

Petty references are strongly deprecated and serious notice will be taken of the conduct of any officer who offers groundless opposition to the instructions and orders of the District Magistrate Should any difference of opinion on any question relating to police administration arise between the Superintendent of Police and the District Magistrate it is the duty of the Superintendent of Police to carry out the Magistrate s instructions and to request the Magistrate to refer the point under dispute for the orders of the Commissioner who will decide all such references communicating when necessary with the Inspector General of Police Any officer of the police who is dissatisfied with the decision of the Commissioner may submit his case to the Inspector General of Police

47 *Relations of Superintendents of Police with Commissioners* —Commissioners of Divisions being the official superiors of Magistrates and responsible for the entire executive administration of their divisions it is to be distinctly understood that all orders received from them either direct or through the District Magistrate are to be executed forthwith Superintendents of police will be held responsible that no delay occurs They will, at the same time report any such orders to the Inspector General of Police

Annexure II —Government of Bengal Appointment Department Memo No 3830 *A dated the* 16*th July* 1913

The Governor in Council has had under consideration the question of promotion of officers of the rank of Deputy Superintendent of Police In this service appointments are made from two collateral sources viz (1) by selection from outside candidates and (2) by the promotion of Inspectors in such a manner as to secure to either class half of the total number of appointments The result is that half the number of officers enter the service at a comparatively young age while the other half are appointed at a time when the officers have completed generally 20 years service or more The Governor in Council therefore considers that the same principle of promotion should not be applied to both classes of officers and has decided as a tentative measure for the purposes of promotion to divide the cadre of Deputy Superintendents into two branches one to consist of officers appointed by direct recruitment and the other of promoted Inspectors and to distribute the appointments and the *personnel* of the two branches is follows —

—	Number of Appointments for	
	Direct Recruits	Promoted Inspectors
1st grade	2	3
2nd	4	3
3rd	3	3
4th	2 + 1*	3
	11 + 1*	12

* Temporary

Personnel OF DEPUTY SUPERINTENDENTS IN THE CADRE OF THOSE APPOINTED DIRECT

First Grade (2)

1 }
2 } Vacant

Second Grade (4)

1 Maulvi Masud ul Husain
2 Mr F Brewester
3 }
4 } Vacant

Third Grade (3)

1 Babu Sukumar Sen Gupta
2 }
3 } Vacant

Fourth Grade (2 + 1)

1 Maulvi Aziz ul Hakk Chaudhuri
2 Babu Bhola Nath Banarji
3 Maulvi Saiyid Ali Ahmad.
4 Babu Nikhil Chandra Bose
5 Topendra Kumar Ghosh Chaudhuri
6 Maulvi Muhammad Abdul Khalik
7 Saiyid Shahabuddin
8 Muhammad Husain Chaudhuri

Personnel OF DEPUTY SUPERINTENDENTS IN THE CADRE OF PROMOTED INSPECTORS

First Grade (3)

1 Rai Sahib Nanda Kumar Bose
2 }
3 } Vacant

Second Grade (3)

1 Mr Tooney Meerza
2 }
3 } Vacant

Third Grade (3)

1 Mr A J M Matthews
2 Sardar Bahadur Bhimdal Lazarus Dewan Rai
3 Maulvi Muhammad Khurshed
Keshub Lal Guha (*seconded*)
4 Rai Sahib Ananga Mohan Mukharji
5 Babu Raj Mohan Das

Fourth Grade (3)

1 Babu Bhowani Nath Nandi
2 Mr Shiv Charan Das Mehta
3 Mr R C Durup de Dombal
Maulvi Abdul Majid (*on deputation*)
4 Babu Purna Chandra Biswas
5 Babu Gagan Chandra Ray (substantive *pro tempore*)

2 An officer will thus earn his promotion in his own branch Promotion to the first two grades in both the branches will be made strictly by selection and to the third grade it will ordinarily be made by seniority subject to approved service In the cadre of promoted Inspectors it is anticipated that a reasonable flow of promotion will be maintained but if the vacancies in the higher grades in the cadre of Deputy Superintendents appointed by direct recruitment are all filled up at once a serious block of promotion is apprehended as the officers are all young men and entered the service almost at the same time It is accordingly laid down as a working principle that in the latter cadre officers in the 4th and 3rd grades will ordinarily not be eligible for promotion to the next higher grade until they have completed six years in the 4th and 3rd grades respectively Should however a strict application of this rule operate harshly in individual cases Government will be prepared to consider such cases independently on their own merits

Annexure III—*Police Order No* 69 *of* 1913

Powers and Functions of Assistant and Deputy Superintendents—With the approval of Government the following rules are published for the information and guidance of Superintendents of Police —

A—Substitute the following for rule 11 of the Bengal Police Manual —

(1) Any Assistant and Deputy Superintendent in any district may perform under the control of the Superintendent and subject to any written orders recorded by him any of the duties of the Superintendent under Act V of 1861

(2) *Method of Employment at Headquarters*—The functions and departmental status of Deputy Superintendents are generally similar to those of Assistant Superintendents It is to be borne in mind however that the prime consideration in the case of the latter is training Their duties should be arranged so as to give them experience of all branches of police work and to fit them as early as possible for the charge of a district The object of the appointment of Deputy Superintendents is to give as much relief to the Superintendent as possible Their duties shall not be confined to routine work at headquarters in the Superintendent s office It is intended that they should to a great extent assist the Superintendent in his work at headquarters but they should also be freely used under his directions for the supervision of important investigations and inquiries and may also be used for additional inspections of police stations in the interior when considered necessary

(3) *Method of Employment at Subdivisions*—The main objects of Government in posting gazetted officers to subdivisions are the prevention and detection of crime and to insure that close supervision is exercised over investigations In all important cases therefore the officer should visit the spot see that the inquiry is being pushed through without delay that clues are not overlooked and that the subordinate police are working honestly He should see that confessions of accused persons are treated with caution and that no sort of pressure is used or inducement offered to obtain them

The officer should consult the Subdivisional Magistrate in all matters affecting the criminal administration and the maintenance of peace in the subdivision His relations with the Subdivisional Magistrate should be similar to those between the Superintendent of Police and District Megistrate

The first essential for the prevention and detection of crime is local knowledge and the subdivisional police officer should by going into the villages get into close and friendly touch with the people and leading villagers and ascertain their wants from a police point of view ascertain whether the rural police are doing their duty and are residing in the villages to which they are appointed, inquire as to the prevalence of any particular class of crime and look up bad characters and inquire about them from respectable inhabitants with a view to revising the list of surveilles He should particularly inquire whether any new criminal gangs are at work and in places where there are a large number of absconders see that real efforts are made by the police to effect arrests He should test the knowledge of his subordinates and instruct them in their duties

He should promptly take up and investigate all charges brought against the police unless or until taken up by the Superintendent of Police himself or a Magistrate, in which case he will assist to the best of his ability

He should occasionally visit important *hats* and always make a point of attending annual fairs and festivals and see that order is preserved In the case of large gatherings arrangements for the preservation of order should be carefully thought out beforehand

He will inspect all police stations and outposts at least once in each half year and should arrange if possible to do so on a chaukidars muster parade day He must see that all recent orders whether contained in circulars or passed at previous inspections or otherwise have been attended to It is not intended that his inspections should take the place of those of the Superintendent of Police but he should be present and assist when the Superintendent of Police is inspecting and learn how inspections should be made

The subdivisional police officer should make a point of attending these parades especially on quarterly pay days and distribute pay and rewards see that the station officers are making proper use of the chaukidars and that the latter are suitably rewarded for good work and are regularly paid All reports relating to rewards and punishments of chaukidars should pass through the subdivisional police officer and he should endorse his opinion thereon It is also open to the subdivisional police officer to recommend deserving village headmen for rewards

He should keep a note book and a tour diary The tour diary will be submitted to Deputy Inspector General through the Superintendent of Police

When at subdivisional headquarters the officer will examine the case diaries and final forms but must be careful not to delay the submission of the latter to the Subdivisional Magistrate He will attend the Magistrate s Court during the trial of important cases visit the sub treasury guard and town police beats at least once a week at night to see that the police are at their posts and alert examine arms and ammunition and hold kit inspections once a month and test the completeness of the Court officer s indices against the conviction register In subdivisions where there is a Deputy Superintendent of Police or Assistant Superintendent of Police the Circle Inspector and the Court Sub Inspector will send all papers intended for Superintendents of Police through the Deputy or Assistant Superintendent of Police who will forward them to the Superintendent of Police with his remarks The daily report submitted by the Circle Inspector will be sent to Superintendent of Police after the Sub divisional Magistrate has seen it

It is not intended that the officer in charge of a subdivision should be given any clerical staff but an intelligent Writer Head constable should be deputed to assist him in his clerical duties He will not correspond officially with the Superintendent of Police Official papers will ordinarily be forwarded in original but in important cases a copy may be kept by using a letter book with carbon paper

At the close of each week he will write to the Superintendent of Police a letter reviewing the situation in his subdivision and giving all facts and information of interest about what is going on with his own comments and opinions thereon The letter should be full and clear but concise and should not be in a crystallised or official form

The subdivisional police officer should receive the mufassal diaries of all Sub Inspectors under his charge and pass necessary orders on them Those that require no action should be made over to the Circle Inspector to be filed All case diaries of important cases should be seen and scrutinised by the subdivisional police officer

(4) *Delegation of Powers to Assistant and Deputy Superintendents* —Superintendents are reminded that subject to their own general responsibility for the management of the police within their districts and to any express rule on the matter they are free to use their discretion in delegating duties to Assistant and Deputy Superintendents

B —Substitute the following for rule 45 Part I Eastern Bengal and Assam Police Manual —

45 *Functions and Status of Deputy Superintendents of Police* —The functions and departmental status of Deputy Superintendents shall be generally similar to those of Assistant Superintendents The object of the appointment of Deputy Superintendents is to give as much relief to the Superintendents as possible Their duties shall not be confined to routine work at head quarters in the Superintendent s office It is intended that they should to a great extent assist the Superintendent in his work at headquarters but they should also be freely used under his direction for the supervision of important investigations and inquiries and may also be used for additional inspections of police stations in the interior when considered necessary (Government Order No 1 396 P —D dated the 31st May 1913)

[NOTE — For rules regarding the training of Assistant and Deputy Superintendents and the method of their employment at subdivisions in the Eastern Bengal districts *see* rules 90 and 107A of Part I of the Eastern Bengal and Assam Police Manual]

Mr R B HUGHES BULLER called and examined

61 915 (*Lord Ronaldshay*) The witness was Inspector General of Police in Bengal and had been Inspector General of Police in Eastern Bengal and Assam before the recent administrative changes He was a member of the Indian Civil Service and had been Inspector General of Police since 1910 Prior to that he was judicial secretary to the Government of Eastern Bengal and Assam during which time he dealt with all questions affecting the police and before that a district magistrate

61 916 The present system of examination for recruitment gave a better personnel on the whole than the former system of nomination No necessity for any system of nomination before examination had as yet shown itself The age limits of from nineteen to twenty one gave a good class of recruit He could not give any definite information as to the way in which a boy spent his time between leaving school and appearing for the examination but some went to crammers He should not like to bring boys out to India earlier than twenty

61 917 On the whole it seemed better that the period of probation should be spent in the police schools in India This system was working well, and there was no reason to change it Probably the training would be developed and improved as time went on but the results so far were particularly encouraging There were a good many difficulties in the way of training in England unless the men could be sent to an establishment such as the Royal Irish Constabulary Depot at Phœnix Park where a great many of the Colonial Police Officers were trained at present But in that case the recruits would lose the association with Indians which they obtained in this country and they would also not learn so much of the vernaculars These would be great losses The large training schools where Deputy Superintendents cadets and constables were all mixed up together were very healthy for young men Experience of Police Courts and Law Courts in England would be valuable but at a later stage It was part of a Police officer s training as soon as he went to a district in India to attend sessions cases and magistrates courts There was not so much need for a police recruit to attend courts in England as there was for Civilian officers who had to do a good deal of judicial work directly they came to India The balance of advantage lay in giving the whole of the training in India as at present

61 918 He saw no reason why the examination in England should be thrown open to Indians and he saw strong reasons why it should not The police was a security force for which a very large European element was required Its problems had to be looked upon in much the same way as those of the Indian

Army where British officers were necessary If the examination was thrown open to all, too large a proportion of Indians might get into the service He had, however no objection to a certain number being recruited, and the Police Commission had laid down a certain proportion. The best line of advance in this direction was by promotion, as at present, from the deputy superintendent grade. It was necessary to make quite sure that a man had the qualities required in a police officer before appointing him, and the period spent as a deputy superintendent enabled a judgment to be formed about him.

61,919 The recommendation of the Police Commission was that superintendentships up to five per cent. of the cadre might be filled by promotion from deputy superintendents, and at the present moment it was slightly over that in Bengal. There were now three Indian Superintendents two permanent and one officiating and there had been that number in Eastern Bengal for some time. One of them was a Muhammadan and two were Hindus One had been originally an inspector and two had been recruited as deputy superintendents from other departments. The Inspector had put in twenty-eight years seven months service before receiving his promotion, and he was made a permanent superintendent only recently though he had been officiating for about two years.

61,920 The Government of India, subject to certain restrictions, had the power of directly appointing members of the domiciled community to the assistant superintendent s grade and an appointment had been made under that rule recently It was desirable that that power should be retained.

61 921 The training of assistant superintendents under the present system was very much better than under the old, and on the whole satisfactory It was not possible to cram too much into a youngster when he began. A great deal of his time had to be devoted to Bengali. It was not possible to turn out a trained and formed detective officer but the recruits were given a very good grounding so far as time permitted. They first went to a training school for a year and then to settlement training, in order to learn something about the conditions of rural life, for three months There they also learned something about surveying and what maps and records were possessed by the Settlement Department Then they came back to the training school for two or three months before their departmental examination, eighteen months after they had joined. They were afterwards sent to districts where they went through a course of training in practical work. During the school vacation in June in recent years they had been attached to an Indian or British regiment.

61,922. With regard to arms the orders were that every man should know the use of arms All the superior officers had to be ready to command armed bodies of police because at headquarters there was the headquarters force a body of men armed to maintain the security of the district. A part of the district force was mobilized on occasions of importance. Arms were also kept in the thanas. The use of arms and the leading of men were very essential qualifications in a police officer

61 923 Questioned about the suggestion that, if a suitable police officer were not available in the Province he should be selected from among police officers in another Province he thought that the post of Inspector-General might in future ordinarily be filled by a member of the Police Department having regard to the superior class of officer now being recruited, but local knowledge was necessary and where a Province could not produce a police officer competent for the post, he would not go to any other Province but would give it to a local Indian Civil Service man.

61 924 Promotion in Bengal was very rapid at present and junior officers had no actual grievances on that score

61 925 He had not formed a definite opinion as to whether a time-scale or a graded system of pay was best and saw advantages in both systems The Political Department had a system of increments in which everybody ran up without any intervening bar and there were certain selected appointments at the top on fixed pay

61,926 With regard to retirement, as a rule a man in the police was done at the age of 55 and it should be only in very exceptional circumstances that anybody should continue after that. In fact, 55 was too old for vigour

61,927 A full pension after 25 years service was necessary because by about the age of 45 a police officer had seen the best of his days, if he had been an active officer A police officer s work, if performed with vigour was like a man sprinting compared with a man in a long distance race. The demand for an earlier pension came not only from the older men but from the younger as well. If the concession was granted a certain number would certainly take advantage of it, perhaps a fourth Three-fourths of the officers would stay on if it was made attractive to them to do so When he said that the age at which a man should go was 45 he had been looking at it largely from the point of view of Government getting rid of men whose work was done.

61,928 It was very seldom that men could not be given the leave they required There might be occasions when an officer could not get leave at the moment he wanted it but as a rule he got it within a short time. At the present moment work was being done at very great pressure owing to political conditions but under ordinary circumstances every officer would be able to have leave.

61,929 The objection taken to the title of superintendent was not a very serious one, and the difficulty was to find anything to replace it. If the old name of "district superintendent" was restored there would be confusion with the "deputy superintendent," as both would be referred to for short as "D.S.P"

61,930 The Provincial Service had been going only for some six years, but it showed every sign of success

61,931. Deputy Superintendents were appointed half by direct recruitment and half by promotion, and that was satisfactory The direct appointments were made by nomination through the commissioners to the local Government, and the local Government then consulted the inspector-general, and he interviewed the men and the final selection was made by Government. The age of appointment was 20 to 25 and the candidate must be a graduate, but Government reserved the right to dispense with that qualification.

61,932 The orders on the subject of the work to be given to the deputy superintendents had been recently revised, and an endeavour had been made as far as possible to put them in a similar position to that of assistant superintendents. Deputy superintendents were put in charge of subdivisions, and that was the line on which the development of the deputy superintendent idea should proceed.

61,933 The two divisions in the Provincial cadre in Bengal had been created as an expedient to meet the anomalies of the present service If a time-scale were introduced the present difficulties would disappear When he wrote his note on the subject to the Bengal Government, he assumed that the whole matter would go before the Royal Commission, and that some permanent remedy would be found. In his opinion the time-scale was an excellent remedy especially when dealing with a small cadre like that of the deputy superintendents who numbered 23 in all. The only point he would like to urge was that, when an inspector had been officiating as a deputy superintendent for two years and was made a permanent deputy superintendent, he should count his officiating service towards increments. This would also enable him to start on a better pay than he was drawing as a first-grade inspector

61,934. Deputy superintendents should be promoted to superintendentships entirely by selection. There was no reason why a first-class man should not be appointed to a superintendentship even if he was a comparatively junior officer in the ranks of the deputies The expenses of a deputy superintendent in the matter of uniform and of horse should be met by a grant and inspectors and sub-inspectors should also be given a grant The expense should be very small and it would be very much appreciated

61 935 (*Sir Theodore Morison*) The Inspector General in Bengal had never been taken from the Police Service permanently but he saw no reason why he should not be in the future Owing to the better class of officer now being recruited since the rules of 1893 came into force the experiment could shortly be made in Bengal without very much risk

61 936 The period of service at which a man was promoted from a deputy superintendentship to a superintendentship depended on circumstances but it might be much earlier than it was at present The relation of the deputy superintendent to the superintendent should be much the same as that of the deputy collector to the collector The Police Provincial Service was based on the analogy of the Provincial Service in the civil line

61 937 The lowest permanent superintendent among the Imperial officers had nearly seven years service The Police Commission laid it down that a man in the Imperial cadre should become a superintendent at between seven and nine years service when he would be about the age of twenty eight Promotion had been rapid

61 938 (*Mr Abdur Rahim*) An Indian superintendent was useful in the prevention and detection of crime particularly the latter which was important work Some Indians had done very good service and shown great courage At present there were three Indian deputy superintendents two of whom had been deputy collectors and one an inspector The deputy collectors came in as deputy superintendents

61 939 The deputy superintendent s work was materially different from that of the inspector of police He was a supervising and controlling officer and had much more responsibility He did not take direct part in investigations He was very much on the same footing as an assistant superintendent though there were duties which an assistant superintendent might be better employed than a deputy superintendent For instance a case of rioting might occur for which an armed force was needed and an assistant would ordinarily be sent in charge of the force Again there were cases in which faction feeling ran high and where a European officer was more fitted for the work There were difficulties also in mill areas where a rough class of European had to be dealt with and there a European assistant was required Assistant superintendents were also frequently put in charge of the armed police and only recently one had gained the police medal for an arrest when in charge of armed men There were also coal mining districts where trouble occurred Faction fights were very frequent in Bengal especially at the Mohurram There were also riots of an agrarian nature for which armed police had frequently to be used He could not give names of districts where the necessity of using an armed force was not likely to rise because police problems were very indefinite but an armed reserve was kept in every district and pretty freely employed They were the security force of the district and varied from fifty to a hundred men He could not give any particular instance of cases in which Indian superintendents of police had had occasion to use an armed force

61 940 Except where they had independent charge of a subdivision deputy superintendents of police had work allotted to them at head quarters At one time there was too great a tendency in Bengal to give them nothing but office work but he had set his face against that and in recent orders the position had been very materially modified He saw no reason why a deputy superintendent should be confined entirely to the office The number of deputy superintendents in charge of subdivisions was being gradually increased There were several already and within the last few days he had approached the Government for eight more Assistant superintendents and deputy superintendents were used indifferently for the charge of subdivisions It depended upon the officers available At present there were nine deputy superintendents in charge of divisions and three in charge of constables training schools out of a total of twenty three Eleven assistant superintendents were in charge of subdivisions out of a total cadre of forty six Therefore deputy superintendents could not complain of their proportion

61 941 Deputy superintendents were also appointed to temporary charges when a superintendent was away on short leave They were frequently so used for short vacancies according to circumstances If a junior assistant superintendent at head quarters was placed over the head of a deputy superintendent it would be due to the relative competency of the two officers There was no hard and fast distinction made If there was a senior deputy superintendent and a very junior assistant superintendent it was probable that the deputy superintendent would be given the vacancy

61,942 He had looked up the facts of the complaint that four deputy superintendents had resigned the service within the last four years There were excellent reasons in every case In two instances the men left to better their position In one case one had never joined at all he was in the Settlement Department and had since been made a deputy magistrate while the other was in the police for a short time and left to become a deputy magistrate in Bengal In the case of the two other officers there were good reasons why they had resigned

61 943 He sympathised with the complaint of the deputy superintendents with regard to travelling allowances If first class travelling allowance was not given to all it should certainly be given to those in subdivisional charges It was a question that affected other services as well.

61 944 He was not quite clear what particular documents were referred to when the deputy superintendents complained that confidential papers were kept back from them

61 945 There were eight Muhammadan deputy superintendents out of a cadre of twenty three and in making selections an endeavour was always made to keep a proportion A sufficient number of Muhammadans came forward Three had been appointed since 1912

61 946 (*Mr Chaubal*) Having regard to the experience he had had of the deputy superintendents he was not inclined as yet to increase the proportion of Indians in the superior posts beyond the 5 per cent fixed by the Government of India

61 947 If it was considered that better terms should be given to deputy superintendents he would improve their prospects in the Provincial Service rather than increase their number in the superintendent s grade He had not suggested that they should go beyond Rs 500 but it would be a very reasonable line of advance that they should do so having regard to the fact that officers of the Provincial Civil Service could rise to Rs 800

61 948 When deputy superintendents were appointed superintendents they did not pass through the assistant superintendent s grade

61 949 The distinction between assistant and deputy superintendents was quite clear The assistant superintendent grade was meant as a reserve for European officers The difference was as between the Imperial and the Provincial Service He saw no reason to make any alteration.

61 950 (*Sir Murray Hammick*) There were plenty of applicants for the Police Provincial Service and there was no general disappointment with the service There was a feeling that the prospects were not so good as those of a deputy magistrate and the two should be put very much on a par It was originally intended by the Police Commission that the men who went into the Police Department should be as good as the men who became deputy collectors and he wished to see that carried out Taking the educational qualification alone the police had to be content with a B A whereas the deputy magistrate was almost invariably an M A He had however had an application recently from an M A. for the police

61 951 He did not think the casualties amongst assistant superintendents since 1893 had been above normal

61 952 The last Imperial officer who had been appointed a permanent superintendent came out in

1906 and got his first permanent appointment as superintendent after seven years There had been officiating superintendents after five years service The proper way of dealing with the deputy superintendents was by improving the prospects in their own line It was inadvisable to increase the promotions of deputy superintendents to superintendents much above what it was at present

61 953 In connection with the subject of pension after twenty five years service he had considered that the police were recruited very much younger than other services He thought the Bengal police were the most hard worked men in India at the present time and that a pension after a shorter service was very necessary

61 954 With regard to the present rate of recruitment and the possibility of a block in the future certain new appointments of superintendent of police were created some years ago and an endeavour was made to ensure regular promotion by bringing in senior men from outside the cadre but he could imagine circumstances when there might be a block On the other hand the police service was constantly increasing and the difficulty might be got over in that way

61 955 The complaint of the inspector that when he was promoted to be a deputy superintendent he received the same pay but had much more expenditure had at first been got over by promoting inspectors into a grade above the bottom one but that was not being done now

61 956 In Bengal it had not been the custom to take men direct as inspectors with a view to putting them up into the deputy superintendent s grade later on but there were often very young sub inspectors who went on to be inspectors and who would eventually get a chance of becoming deputy superintendents

61 957 (*Mr Daly*) There was a precedent for the appointment of the Inspector General from another Province in the Public Works Department the Forest Department and the Indian Medical Service who all took heads from elsewhere when none were available in a particular Province It was possible that there might be a time when a suitable Indian Civil Service officer might not be found for the post of inspector general There was a good deal in connection with police work that required local knowledge A police officer coming from Bombay to Bengal would find himself in considerable difficulty

61 958 There was one police officer on the cadre who had twenty six or twenty seven years service and had only taken three month s furlough chiefly because he was a man with a family to educate in England

61 959 So far as possible a superintendent was expected to inspect every police station in his district at least once a year and to spend three or four days in the area of the police station apart from inspection but if he did that in the district of Midnapur he would spend 134 days in the year and 156 in the 24 Parganas on inspection duty alone counting four days to each police station

61 960 There were also certain cases in which a superintendent was supposed personally to supervise the investigation or inquire into it himself and for supervising a case including the time spent in travelling two days would be the minimum The number of such cases in Midnapur during 1913 was 75 and in the 24 Parganas 112 That would keep a superintendent on tour in Midnapur for 150 days in addition to his inspections and in the 24 Parganas 224 days Therefore in Midnapur the superintendent of police if he did all that was expected of him would be on tour for 284 days and in the 24 Parganas 380 days in the year But that had now been realised and additional superintendents had been obtained for both those districts This experiment of appointing additional superintendents to the larger districts was working well He thought there was no department where officers were expected to be out so much and under such peculiar circumstances because a police officer could not choose his time for touring

61 961 As officiating director of criminal intelligence he had seen something of the police work all over India and had come to the conclusion that the police work in Bengal was more strenuous and wearing than in any other Province at the present time

The witness withdrew

R CLARKE Esq Superintendent of Police Bengal

Written Statements relating to the Police Department being (I) Representation from the Officers of the Imperial Branch of the Indian Police serving in Calcutta in Bengal and (II) Representation from the Officers of the Imperial Branch of the Indian Police serving in Bengal but not in Calcutta

I[*]

61 962 We have the honour to submit as desired in your Joint Secretary s letter[†] No 31 C dated Rangoon the 8th February 1913 addressed to the Government of Bengal the following memoranda which represent the views of the eight members of the Imperial Indian Police service in Calcutta in Bengal on the nine heads referred to in the Commission s public notice

(2) We respectfully wish to completely subscribe to the corporate opinions of the officers of the Imperial Branch of the Indian Police serving in Bengal as expressed in their memorial to your Lordship dated the 4th April 1913 a copy of which is attached and have in fact signed that memorial

(3) We would however venture to represent that we individually and collectively suffer from certain disabilities and have certain submissions to put forward as regards the conditions and prospects of service in Calcutta which were not included in the memorial above mentioned

(4) We beg to submit that police work in Calcutta requires especial local experience and that such local experience can best be obtained by prolonged service in Calcutta That the cost of living in Calcutta is expensive and the cost continues to increase That the Bengal Government have on more than one occasion, recommended that a consolidated monthly allowance of Rs 250 in addition to free quarters should be granted to Deputy Commissioners of Police serving in Calcutta This unfortunately has not been given effect to and Deputy Commissioners of Police in Calcutta receive only Rs 100 per mensem as a local allowance in addition to the pay they would be drawing in Districts It is true that in addition a horse allowance of Rs 75 per mensum is granted but we submit that owing to the area of our jurisdictions and the numerous calls for our presence in different parts of that area this sum is quite insufficient to meet the cost of the small motor cars or horses we are forced to maintain in order to perform our duties We receive no travelling allowance as do Officers of the same rank in the Districts We therefore pray that a consolidated allowance of Rs 250 per mensem be granted to the Deputy Commissioners of Police in Calcutta in addition to free quarters

(5) The pay of the Commissioner of Police in Calcutta is Rs 1 500 a month rising to Rs 2 000 a month by annual increments of Rs 100 and he is allowed free residence This pay was fixed in 1889 and although the pay of officers of the same service in the Provincial Police was raised on the recommendation of the Police Commission no increase has been made in the pay of the Commissioner of Police whose initial pay is thus lower than that of a first grade Deputy Inspector General of Police in the Province although it is submitted that his responsibilities and duties are far heavier and more onerous We therefore pray that the initial pay of the Commissioner of Police be raised to Rs 2 000 rising to Rs 2,500 by annual increments of Rs 100 with the free quarters now assigned to him

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[*] This representation was signed by Messrs F L Halliday R Clarke F Anley A P Wodehouse F J Towman F I Walker A W Shallow and C J Leonard

[†] Not reprinted

II*

61 963 We have the honour to submit as desired in your Joint Secretary s letter No 31 C dated Rangoon the 8th February 1913 addressed to the Government of Bengal, the following memoranda which represent the views of the 95 members of the Imperial Indian Police Service in Bengal on the nine heads referred to in the Commission s public notice

61 964 **(VI.) Conditions of Pension**—Grateful as we are for being thus afforded an opportunity of stating our case with one voice before the Honourable Members of the Royal Commission we feel it our bounden duty, in attempting to deal with the various heads under which our opinion has been asked for to come without delay to the particular head which constitutes the primary and standing grievance in the force at the present moment viz the present conditions of pension We will at once and emphatically aver that on this point serious discontent prevails throughout the force In paragraph 87 of the Report of the Indian Police Commission of 1902–03 very strong recommendations were made by the Commissioners that the compulsory period of service should be reduced The Commissioners reported that they *consider that the period of 30 years is too long Government should have power to compel retirement of any officer after 25 years service* ' *on the pension now admissible after 30 years service and an officer should be entitled to retire after 25 years service on full pension if he desires to do so This is especially necessary in the higher ranks of the service* " *owing to the desirability of making the service reasonably attractive and the necessity for having active men and getting rid of men who may not be fit for efficient service But in consideration of the very trying nature of police work the Commission would be glad to see this rule applied to the whole force*

Although the Commission made this recommendation 10 years ago the position remains the same The Commissioners recognised that the way to retirement should be made easier and that the public interest would be better served if the pension rules did not compel officers to continue in the service during a period in which they were tempted to feel that they were working more for pension than on behalf of Government This important consideration has been entirely overlooked as also the fact that in the Police Service, to a greater extent than in any other department in India a high degree of physical and mental energy is essential for the adequate performance of duty up to the last day of service Moreover recent years have witnessed owing to the trend of public affairs in India and the demand for a higher standard of work consequent on the growth of enlightened public opinion, an enormous addition to the work and responsibility of the superior police officer, and it is no exaggeration to say that certain developments in the political situation more especially in Bengal have created a new class of duties which previous generations of police officers were never called on to perform and have correspondingly increased the weight of responsibility More particularly is this true of the important political duties which the appearance of unrest and disaffection has imposed, duties which are more delicate onerous and important than those which fall to the lot of the officers of any other department in India so much so that failure on the part of the Superintendent of Police of a district to exercise due vigilance in this respect may cause very serious embarrassment to the local Government and even endanger the very fabric of the Empire The maintenance of the goodwill of the Indian population towards the administration is intimately connected with the efficient and intelligent handling of these duties by the Police In view of the publicity inseparable from this sphere of their activities and the searching and hostile criticism constantly directed against them the police are called upon to exercise in their proceedings a degree of vigilance coupled with tact and circumspection which constitutes a severe strain on their physical and mental energies; and when it is remembered that these functions are superimposed on a routine which has always been sufficiently strenuous and exacting it is indisputable that any impairment of physical or mental energy must seriously detract from efficiency and directly redound to the detriment of the administration In view of these considerations it appears to be a very serious anomaly that an officer who must pass his service under the peculiarly arduous and trying conditions here outlined *should be compelled to serve after his contemporaries of other services have been able to pass into retirement on full pension and that too although these latter services make admittedly lighter demands on the energies.*

In addition to their ordinary administrative duties, Superintendents of the Indian Police are frequently called upon in the height of a tropical summer and in the rainy season to undertake at a moment s notice trying journeys to distant and inaccessible parts of their jurisdiction far removed from lines of communication, where ordinary food and shelter cannot be obtained and where plague cholera small pox malaria, and other dangerous diseases may be prevalent The strain of such continued activity under difficulties in a tropical climate—an activity which is rendered imperatively necessary by the burden of responsibility that rests on the shoulders of all Superintendents of Police—and the ever present consciousness of this responsibility which is itself exaggerated by the knowledge that a police officer is *always on duty* (section 22 Act VIC of 1861) tell upon the mind and health of a conscientious police officer to the detriment not only of his own work but also of that of his subordinates who are not slow to take full advantage of his impaired abilities While no such demands are made on the members of the Metropolitan Police (London) or the Royal Irish Constabulary, *yet these officers serving in their own native climate can earn a full pension after 25 years service and a proportionate pension after 15 years service*

We now venture emphatically to draw the attention of the Royal Commissioners to the very grave discontent which exists among the members of the Indian Police stationed in Bengal owing to the fact that the Government of India so far from accepting the above mentioned recommendations of the Police Commission have lent an unsympathetic ear to the memorials which have within recent years been submitted on the subject from the whole of the Indian Police to the Secretary of State We have lately been informed that the Secretary of State has decided that the subject matter of these memorials should be referred for consideration to your Lordship's Royal Commission and in now stating our case as directed, we first of all wish respectfully to draw attention to the *delay of 10 years* that has already occurred, and we venture to beg that the matter may be speedily dealt with in our favour in view of the general unanimity of opinion on the subject and of the grave discontent and real dissatisfaction that exist We would point out that the existence of such a feeling in a force that is so intimately bound up with the administration of the country cannot but be detrimental to the Government interest

The Honourable Members of the Royal Commission will probably be surprised to learn that the maximum pension now admissible to a Police officer *viz* Rs 5 000 per annum was fixed in 1855 or no less than 57 years ago when the conditions of service and cost of living were totally different from those that prevail at present The Court of Directors, when laying down this scale of pension in their despatch to the Government of India referred to the amount of the pension as *£500* or Rs 5 000 per annum. The exchange value of this same pension is to-day only £437 10*s*. at the rate of 1*s* 9*d*. per rupee at which pensions are payable in England by the Secretary of State so that whilst the cost of living has enormously increased both in India and England since 1855 this pension to-day is worth £62 10*s* less than when originally fixed. Under Chapter XIX Article 474 Civil Service Regulations *a Police officer cannot obtain any pension at all without medical certificate till he has*

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* This Representation was signed by Mr C W Plowden *President* and Messrs R H Sneyd Hutchinson T C Simpson F Roddis and R Clarke, *Committee*

completed 30 years service whereas officers of the Forest Public Works and Telegraph Departments can obtain a proportionate pension after 20 years service without such certificate and a full pension after 25 years We venture to point out that this difference in treatment to Police officers as compared with that meted out to the other services is the more glaring and inequitable when it cannot be denied that the Indian Police Force deserves at the hands of Government at least equal treatment with any other service in India In this connection it may be noted that that when recruitment by competitive examination was first introduced in 1893 and for a number of years afterwards the examination for the Indian Police and the Indian Forest Service was identical successful candidates having the option to enter either service

It may be argued in opposition to our claims that we join the service at an earlier age than other departments and that it is inexpedient that officers should be allowed to retire at such an early age but we would respectfully urge that this argument carries no weight when it is considered that Police duties are far more onerous and exacting than those of other departments and it may also be pointed out that at the present moment there are many officers serving in the Indian Civil Service who came out to India at very much the same age and also that officers of the Public Works Department the Telegraph Department and the Forest Department can retire without medical certificate after only 20 years service But entirely apart from this consideration we would again respectfully draw attention to the fact that 25 years service under any conditions in a province like Bengal and in a tropical country like India should be the prescribed limit more especially in view of the fact that that amount of service is sufficient for full pension for officers serving in their own country viz the London Police and the Royal Irish Constabulary

On these grounds therefore we express the confident hope that our case for a full pension after 25 years service has been fully established and we now come to the amount of pension which we think we can justly claim. We venture to suggest the following scale as a minimum —

(*a*) a pension of 400*l* a year after 20 years service on medical certificate and

(*b*) a full pension of 600*l* a year after 25 years service

We also earnestly recommend that Deputy Inspectors General and Inspectors General of Police should automatically get an additional pension of 100*l* a year after three years service as such whether as an officiating or as a permanent incumbent

61 965 —**(VI) Conditions of salary** —As the number of appointments in the higher grades is very small and promotion is obtainable only as vacancies occur that is by the death or retirement of an officer we would strongly recommend that the present system of graded pay be substituted by the incremental system of pay which is the only equitable one and is in force in the Forest Public Works Telegraph Customs and Finance Departments In fact among the Imperial services the Police is the only civil department of any importance except the Indian Civil Service to which this privilege has not been extended We therefore urge that the system of incremental pay be introduced the initial pay remaining the same as at present and rising by Rs 50 per annum up to a limit of Rs 1 250 after the 20th year of service Another argument in favour of the incremental system is that under present conditions officers are not uncommonly granted extensions of service a fact which causes great heartburning among the lower ranks owing to the consequential stoppage of promotion The system of incremental pay will remove this grievance

We respectfully beg to bring to the notice of the Royal Commissioners the great unpopularity of Bengal as a province owing to the prevailing high cost of living which is unequalled in any province in India except our sister province of Assam to the general unhealthiness and relaxing nature of the climate the depressing surroundings the very heavy work resultant on the condition of unrest in the province and the naturally litigious character of the people and the general lack of social amenities in most of the districts In submitting the statement that Bengal is an unpopular province it will not be disclosing a secret when we bring to the notice of the Royal Commissioners the broad fact that at the time of the reconstitution of the province in 1912 scarcely a single officer was willing to serve in Bengal We therefore, consider that we are entitled to some special consideration in this province, and suggest that a special Bengal allowance of Rs 150 a month be given to Superintendents of Police and Rs 75 a month to Assistant Superintendents If the Royal Commissioners are unable to concur with these views we would suggest as an alternative that Superintendents and Assistant Superintendents of Police posted to the heavier or more unhealthy of the Bengal districts be given the allowance mentioned above

Another point we would respectfully urge is that, in view of the fact that officers proceeding on tour in the river districts often incur pecuniary loss and that officers proceeding on transfer invariably do so the rates of travelling allowance be so revised as to remove this hardship

Another grievance is that when an officer of the rank of Superintendent of Police acts as a Deputy Inspector General this officer though exercising the full powers of the higher appointment and incurring its complete responsibilities does not draw the full pay of the appointment in which he acts but only a portion of it as laid down, in Article 105 of the Civil Service Regulations whereas officers of the Public Works and Forest Departments draw full pay except in privilege leave vacancies in the case of Public Works Department, under Articles 117 and 135 Civil Service Regulations We venture to urge that such differential treatment is not equitable and we beg that equally fair treatment in this respect be extended to the Police Department

Although the Police Commission in paragraph 70 of their report recommended that Deputy Inspectors General should be graded in three grades on Rs 1 500, Rs 1 750 and Rs 2 000 respectively per mensem the Government of India rejected their opinion on the ground that the result of adopting it would be to create dissatisfaction with the present scale of remuneration in other Indian services But within a short time of issuing this resolution the Government of India granted Superintending Engineers of the Public Works Department the very terms which had been proposed for the Police by the Police Commission, and Conservators of the Forest Department were subsequently granted even higher pay than was sanctioned for Deputy Inspectors General of Police by the Government of India on the grounds noted above We earnestly request that the Royal Commissioners will adopt the reasonable recommendations of the Police Commission more especially in view of the enormous increase in their responsibilities which recent years have witnessed At present Deputy Inspectors General are in two grades on Rs 1 500 and Rs 1 800 per mensem respectively

61 966 **(III) Conditions of service** —In paragraph 61 964 in dealing with conditions of service we have concentrated our attention on conditions of pension only another point we would wish to urge is the status of the Superintendent and the title itself Superintendent of Police A reference to the report of the Police Commission will show how in the various provinces the position of the Superintendent of Police has been altered from time to time always in the direction of making it more and more subordinate also that much of the failure of the Police in India is attributed to this policy No one who has practical experience of the administration of an Indian district can question that this is literally true and that it is essential for efficiency that the Superintendent of Police should be admittedly second only to the District Magistrate among the Executive officers of the district As a consequence of the recommendations of the Police Commission, much has been done to remodel the

relations between the District Magistrate and the Superintendent of Police in order to remedy the undue subordination of the latter post but his official rank remains unaltered. A reference to the Warrant of Precedence will show that a first grade Superintendent which means an officer of anything from 26 to 30 years service is graded below a Civil Surgeon or a Joint Magistrate of 12 years total service similarly a Deputy Inspector General of Police below a Lieutenant Colonel and a large number of other officers including Superintending Engineers (first class) of the Public Works Department whose duties are in no way more responsible or important than those of a Deputy Inspector General. We consider that while this remains the case it is impossible to expect that a Superintendent of Police will carry the authority and respect in his district which it is essentially necessary that he should possess for the efficient discharge of his duties or that the officers themselves can take that pride in their service which is so essential from every point of view The present title Superintendent is another matter requiring attention It unquestionably creates a wrong impression as to the social standing of an officer holding the post being as it is universally associated with officers of an entirely different stamp to those of the Indian Police Possibly the title of Chief or Commissioner of Police would meet the difficulty without inconvenience but the present title is certainly open to objection

In this connection the question of the selection of Inspectors General deserves consideration. The selection of an officer of another service for this post has a very prejudicial effect on the influence and *morale* of the officers of the force We consider that before an officer of another service is appointed to the post every effort should be made to find a Police Officer for it It will probably be seldom that an officer fit for the post will not be available in any province if Deputy Inspectors General are selected with sufficient care but if this difficulty should ever arise efforts should be made to obtain a Police officer from another province The fact that in Bengal a Police officer has never been appointed to the permanent post of Inspector General casts an unmerited stigma on the whole force and leaves Police officers little interest or ambition after they have reached a certain stage in their career It can hardly be presumed that in all these years there has been no officer worthy to fill the post We may mention, as bearing on the point the case of the late Mr Knyvett C I E who was thought fit to act as Inspector General on no less than seven occasions but was not confirmed though his record of service was extraordinarily brilliant We may mention also that at the present moment the Inspectors General of Police in the United Provinces Punjab and Bombay are Police officers and we respectfully ask that the post of Inspector General be reserved for members of the Indian Police

61 967 **(I) Method of recruitment, (II) Systems of training and probation, (V) Conditions of leave, and (VII) Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of services into Imperial and Provincial.**—As regards these we have nothing to add to the recommendations of the Police Commission and the orders that were issued as a result except to say that the improved conditions now asked for will have a considerable effect on recruitment and will render the service more attractive We understand that the Government of India are already considering certain changes in the present conditions of leave (head V)—*vide* Finance Department letter No 938 C S R dated the 13th September 1912

61 968 **(VIII.) Relations of the Service to the Indian Civil Service and other Services**—As this is largely a matter of opinion, we would respectfully submit that the independent opinions of individual officers on this point be elicited at the time of taking evidence

61 969 *Mr Clarke subsequently wrote as follows with regard to the Imperial and provincial branches of the Calcutta police force* —

A Imperial Branch—*The Commissioner of Police in Calcutta* is *seconded* from the Bengal list and the emoluments of the appointment are at present Rs 1 500 rising to Rs 2 000 a month and were fixed in 1889 Since then the pay of every other police appointment in Bengal has been raised as a result of the recommendations of the Police Commission but the Commissioner s pay has remained as it was though constant complaints have been made by officers who have held the appointment that it is not adequate for the responsibility and expense of the position

(2) When Mr Bignell who was then a Deputy Inspector General in Bengal was offered the Commissionership in 1902 he refused to accept it on the pay and was only induced to do so by raising the initial pay to Rs 1 750 a month Again when Mr Dundas also a Deputy Inspector General in Bengal officiated as Commissioner in 1910 he found that he had lost Rs 900 by his six months tenure of the appointment Sir Frederick Halliday the present Commissioner was also consulted and states that the expense of living in Calcutta is yearly becoming heavier and that the present pay of the Commissionership is not adequate for the proper upkeep of the appointment

(3) The Commissioner of Police in Calcutta is a Head of a Department He has to perform many of the duties of a district magistrate and in addition has to control a very large force while the appointment is one of the most responsible in Bengal Further his social position involves at least a certain amount of entertaining if he is to keep in touch with the mercantile community and a parsimonious existence is not suitable to the post It is the opinion of the officers of the Department that the pay ought to be raised to Rs 2 000 rising to Rs 2 500 a month which is only a fair salary if one compares conditions in Calcutta 25 years ago when the pay was fixed with what they are to day

B Provincial Branch—Before the reorganization of the Calcutta Police in accordance with the recommendations of the Police Commission in 1902 and 1903 the Provincial Service comprised eight appointments of Superintendents on pay ranging from Rs 300 to Rs 600 a month which were filled by the promotion of officers of the subordinate grades but on the recommendation of the Police Commission six of these Superintendents were replaced by officers of the Imperial Service and only two were retained—the Superintendent of the Reserve Force and the Superintendent of the City Criminal Investigation department

(2) The post of Superintendent of the Reserve Force is held by a non commissioned officer from the Army who was lately appointed direct with a view to securing better efficiency and discipline in the Reserve Force which is largely composed of ex soldiers and this precedent may be followed on the retirement of the present incumbent so the post is really not ordinarily open to Sub Inspectors or Inspectors of the Calcutta Police

(3) The other appointment namely that of Superintendent of the City Criminal Investigation Department has since the advent of political unrest been converted temporarily into a Deputy Commissionership which is held by an officer of the Imperial Service and this temporary arrangement will probably have to be made permanent in the near future

(4) The Calcutta Police Provincial Service has therefore practically been abolished and the only compensation which has been given to the Sub Inspectors and Inspectors who were formerly eligible for these appointments is the creation of a grade of five Inspectorships on Rs 300 a month The result of this is that at a time when officers in the Bengal Police have had their prospects greatly improved by the creation of Deputy Superintendentships on pay rising from Rs 250 to Rs 500 a month officers of similar rank in the Calcutta Police have had all avenues of promotion closed to them which is causing acute and widespread discontent

(5) When by the resolution of the Government of India on the report of the Police Commission Deputy Superintendents were created in the Provincial Police and not in the City Police, Mr Bignell, then Commis

sioner of Police wrote that the greatest consternation had been caused in the Calcutta Police Force by the promulgation of the Government of India s resolution and that inspectors on all sides were seeking for a way of escape and Sir Andrew Fraser then Lieutenant Governor of Bengal who had been President of the Commission remarked in a letter to the Government of India that they could not have had before them the full effect of their proposal. Since then the officers of the Calcutta Police have memorialized the Government of Bengal on the subject of the creation of the post of Deputy Superintendent in Calcutta and though this was not granted Sir Edward Baker then Lieutenant Governor of Bengal gave them to understand that they would be eligible for appointments as Deputy Superintendents in the Provincial Police but in practice no such appointments have been made nor are they likely to be made as it means removing the best officers of the force from the city at a time when their city experience is of most value

(6) The Calcutta Police now ask for the creation of a Provincial Service in the city on pay ranging from Rs 300 to Rs 700 a month open to Europeans and Indians and with a status and position similar to Deputy Superintendents in the Provincial Police The latter officers were appointed to carry on the routine work of the District Superintendent while he is on tour in the mufassal but the City Deputy Superintendents or Chief Inspectors as they would be more properly called have quite different functions though not less important The executive as opposed to the administrative work in a city police force involves association with all sorts and conditions of people and officers of the Imperial Service in charge of city divisions require the assistance of experienced promoted officers who can keep them in touch with the criminal underwold and the doings of the subordinate police and at the same time have sufficient power and status to make themselves feared and respected which the present Circle Inspectors have not as this rank has always been associated in Calcutta with the charge of a police-station In Bombay in spite of the resolution of the Government of India the Commissioner of Police was successful in resisting the abolition of these officers and Superintendents have been retained in the Bombay Police

(7) Officers of the Calcutta Police also ask that one of the divisional charges on pay rising to Rs 900 a month should be held by a promoted Superintendent on the analogy of the Bengal police where specially deserving Deputy Superintendents are occasionally promoted to be District Superintendents It is difficult to make any rule on this point as the subordinate ranks may or may not at any given time have an officer fit for a divisional charge and the exercise of magisterial powers and there is at present no bar to such promotions if Government consider them desirable

Mr R CLARKE called and examined.

61 970 (*Lord Ronaldshay*) The witness was Deputy Commissioner of Police Calcutta He joined the service in 1900 and had served in various districts He was appointed Personal Assistant to the Inspector General in 1910 and Deputy Commissioner in 1912 The written statements sent in represented the unanimous opinion of the officers in the Calcutta and Bengal forces and he appeared on their behalf

61 971 The Calcutta police was a separate force from the Bengal police and under a different head The superior officers of the Calcutta police were borne on the general cadre and were liable to be transferred back from the Calcutta to the Bengal police

61 972 The present system of recruitment gave a good personnel but he should like to see more men obtained from the first-class public schools He therefore advocated a system of nomination prior to examination which was the system adopted in the Irish constabulary The age limits nineteen to twenty one were satisfactory

61 973 Probation in India was better than in England but the training at the police school was not sufficiently good Police officers who were to take charge of a district police force required a better training than they could get from a superintendent casually appointed to a training school The training school in Bengal was for many years in charge of a junior assistant A central institution for the whole of India would be the best on the lines of the constabulary depot in Dublin Experience had shown him that the training of the officers was not as good as it ought to be There were many subjects such as a knowledge of criminal tribes and of Indian history which would make police work more interesting and association with Indian people more valuable These were not taught in the training school. Even law was not taught as law the instructors in the training schools being from the police He would staff the central school as the staff college at Quetta was staffed by trained men in different subjects and would draw the staff mainly from the educational department

61 974 He was against throwing the examination in England open to Indians on the ground that in Bengal the police force were up countrymen and the officers were Bengalis and the Bengali could not hold the men in a proper state of discipline without the shadow of the Englishman in the background Open examination might let into the service a class of man not suitable for it

61 975 The present system of recruitment to the Provincial Service partly by nomination and partly by promotion from the subordinate ranks was a good one

61 976 The appointment of Inspector General should be reserved for the police force There was a strong feeling in the ranks of the service against the appointment of a man from outside He would prefer to see a man taken from the police force of another Province if a suitable police officer was not available locally rather than a member of the Indian Civil Service and that was the view held generally in the force

61 977 A time scale was preferable to a graded system of pay as it provided for an equal flow of promotion

61 978 The service asked for two distinct allowances a monthly allowance of Rs 150 as compensation for the lack of amenities in Bengal, and a consolidated allowance of Rs 250 for service in Calcutta. The latter had been already granted There was a local allowance of Rs 100 and Rs 150 for a motor car

61 979 The fifty five year rule for retirement should be rigorously enforced even if the time scale was granted At present there was great heartburning amongst officers because promotion was blocked Under the time scale it might still be blocked for the administrative posts

61 980 Twenty five years service for pension was enough If a police officer had to go from one malarious district to another without the chance of a healthy station, there would be a number of men twenty five years hence utterly unfit for the charge of a district There were certainly officers under the present system of thirty years service for pension who got extensions beyond fifty five years of age but they were the exceptions It was not the usual thing for extensions to be granted There were certain officers who would stay on to the last because the climate suited them and they managed to keep fit Also some men got to the stage that they could not live in England and preferred to live in India But there were numbers of men who desired to go but could not go and who ought to go from the point of view of the service If the twenty five years period was granted the Government should have a right to tell any man that he must go after the twenty five years

61 981 On the whole the leave reserve was satisfactory but occasions arose when a man might be refused leave owing to a number of officers wishing to go together Now that three months notice had to be given before leave was taken things seemed to be

satisfactory The officers would be glad to commute furlough for a shorter period on higher pay

61 982 Expenses with regard to uniform were very heavy The uniform was designed to be simple but it cost a hundred pounds without horse or saddlery On first coming out an advance should be obtained from Government to be paid back by instalments but there was a strong case for a lump sum of 100*l* being given for the equipment and that would prevent officers getting into debt

61 983 In the Calcutta police the officers had the same prospects as those of the Bengal police and were interchangeable one with the other A deputy commissioner corresponded to a superintendent except that the former had magisterial powers in Calcutta The post of superintendent in the Calcutta police was originally a post corresponding to the headship of a subdivision In the old days in the Calcutta police there were several superintendents and one deputy commissioner but the Police Commission introduced four divisions and put them in charge of deputy commissioners The superintendents were abolished, and only two now remained as the relics of a bygone age Practically those two posts formed the Provincial Service of Calcutta and corresponded to deputy superintendents It was desirable that the old class of superintendents should be re established in Calcutta because in practice it was found there was a certain amount of city work which involved association with all sorts of people in all sorts of places which could not be done by men of the rank of deputy commissioners who spent their evenings in their clubs Also a sub inspector or inspector in the Calcutta police had nothing whatever to look forward to because one superintendentship was always filled by a non commissioned officer from the army Under the present organisation there were six deputy commissionerships and his suggestion was that there should be a deputy commissioner at headquarters and a deputy commissioner for the Criminal Investigation Department and three others each of which would run two divisions of the city with a chief inspector or superintendent in charge of the divisions The reason the superintendents were abolished was that they had too much power and there was not enough supervision over them

61 984 For recruitment to his proposed superintendentships he should follow the example of the Bengal police and take a percentage from outside direct and a percentage from the ranks It might be satisfactory to put the superintendents in a general Provincial Police Service and to second them to Calcutta, but they ought to have city experience

61 985 (*Sir Murray Hammick*) There was no Indian holding a deputy commissionership in the city and he would advise giving one of the present six deputy commissionerships as a provincial appointment if a suitable officer was available The Deputy Commissioner in the city of Calcutta required more special qualifications than a superintendent in the mufassal In the old class of superintendents some rose from the ranks of constables and head constables

61 986 The pay of the deputy inspector general should be raised to the amount suggested by the Police Commission This was only refused on the ground that other services to whom it had now been given had not then got it He did not advocate retirement on a reduced pension at twenty years because a man could always retire on a medical certificate

61 987 He was in favour of listing a certain number of superintendentships for the Provincial Service

61 988 The prospects of the Provincial Service should be improved, and it should be possible for its members to rise above Rs 500

61 989 (*Mr Chaubal*) About half the men appointed from the Bengal to the Calcutta police went back again to the Bengal police

61 990 His objection to opening the examination in London to Indians applied to Bengal He preferred to see Indians recruited in India because experience showed that educational qualifications did not necessarily make men good police officers Many M A s B A s and B L s had not turned out to be good police officers

61 991 (*Mr Abdur Rahim*) One of the great problems in Bengal was the political unrest Indian police officers more frequently fell victims to anarchists because they were an easier mark The Indian officer was undoubtedly very useful in detecting political cases but the European officers of the Criminal Investigation Department were also closely in touch The two recent instances in which Indian officers had been assassinated occurred in places where Europeans seldom went It was undoubtedly the case that without Bengali officers police work could not be carried on efficiently and therefore their aspirations should be very carefully considered

61 992 The Indian officer was able to enforce discipline because he had the Englishman at his back No doubt the fact that the Englishman had the Government at his back also helped him to enforce discipline but that was not sufficient in the case of the Indian who had not the same vigorous view of discipline that Englishmen had The fact that a man was a Government official was not sufficient Inspectors and sub inspectors of police had a good deal to do in the way of discipline but not all of them had shown themselves efficient in that direction There had always been behind them the superintendent the assistant superintendent and the reserve of European officers All men ordered for punishment had to be produced before European officers The view of the European officers was that the Bengali was not a good disciplinarian Certain subdivisions were under Bengali officers The Superintendent had to go round his district every few months and when he found discipline getting slack he tightened it up

61 993 (*Sir Theodore Morison*) All the teachers in the police training school were police officers except the teacher of languages Law and history were taught by inspectors who had undergone no training at all An allowance was given to induce them to stay in the school for three or four years

61 994 He would appoint Indians first as sub inspectors and then promote them by stages to be deputy superintendents He would also reserve a small percentage for direct inspectorships and a somewhat larger percentage for direct deputy superintendentships The Indian officers who had been appointed superintendents had not really been typical men They had come in too late If an Indian officer was not good enough in his first 15 years service to be appointed a superintendent he was probably no good at all It was found that if a man had been a constable for a number of years he was of no use as a head constable and in the Calcutta police a man over 15 years service was never appointed to be head constable If a rule was introduced that deputy superintendents selected for superintendentships must be under 15 years service better men would be obtained The service should be something between 10 and 15 years and there should be a fixed number of superintendentships allotted as an experiment At present the proportion was 5 per cent but this might be slightly increased

61 995 (*Mr Daly*) For the police training school he would not suggest that all the instructors should be taken from the education department but would have a number of police officers also The law instructors gave certain instruction in criminal investigation as well as in law and imparted a knowledge of police work which could not be got from mere lawyers

61 996 The main objection he had made with regard to Indian superintendents was on the ground of discipline There was no question whatever of belittling the importance of the Indian officers for the purpose of investigation Where Indian officers had been superintendents the discipline had been very lax As personal assistant to the inspector general he found that in Bengal there was a general falling off in the popularity of the Police Service After the Police Commission there was a boom but a number of men were disappointed with the results The Police Service was also unpopular on account of the amount of abuse it received from the press and the risks a man had to incur in his work

61 997 The Bengal allowance originally asked for was to compensate for the general expense of living in Bengal and for the lack of amenities in the Bengal districts but he now proposed that that allowance should be given only to certain large districts The allowance was given for extra expense in certain districts and was worked out on that in the written statement Chittagong was not a heavy district

The witness withdrew

BABU SUKUMAR SEN GUPTA Deputy Superintendent of Police Bengal

Written Statement relating to the Police Department being the corporate views of the Deputy Superintendents of Police in Bengal

Note —The portions printed in italics are additions to the corporate statement made by Babu Sukumar Sen Gupta in his personal capacity

61 998 **(VIIb) The working of the existing division of Services into Imperial and Provincial** —Our service as it stands is an anomaly We are the product of Indian Police Commission of 1902–3 which recommended the formation of the Provincial Police Service the members of which viz Deputy Superintendents would have precisely the same departmental status as Assistants (paragraph 69 page 39 Police Commission s Report) and on that ground alone waived aside the objection of the Maharaja of Darbhanga one of the members of the Commission regarding the difference in nomenclature The Government of India however in their resolution (paragraph 33) gave us *similar* status to Assistants and in the course of the seven years of our existence we regret to record that all the worst fears expressed by the Maharaja of Darbhanga in his Note of Dissent (paragraphs 10 11 and 12) have come to be realised

We may be permitted to quote the following pertinent passages from the Maharaja s note which show how clearly he foresaw ten years ago the evil effects of the distinction adopted

> A distinction made (both in the recruitment and the nomenclature of the two services) will needlessly degrade one class of officers in their own estimation and in the estimation of the people Deputy Superintendents of Police, marked off by their nomenclature and by their method of appointment from the other officers of higher police service will fail to bring their full influence to bear on police administration and will also I am afraid be slow to acquire those virtues of self reliance and promptitude so essential in an officer holding charge of a district

Previous to the Police Commission of 1902–03 Indian Inspectors of proved merit and ability were promoted to the rank of Assistant Superintendent, and thenceforward their promotion and prospects were regulated in one uniform way No distinction was made between Europeans and Indians once they were in the same list as Assistants and therefore there was real comradeship and mutual respect among all officers Among such Indian officers there were some who proved themselves very successful District Superintendents The reasons why that experiment was not wholly successful may be best explained in the words of the Police Commission s Report But it must be

> borne in mind that the native officers who have been tried as superintendents and of whom the reports are not usually favourable have generally been promoted Inspectors who have risen from the lower ranks of the force and been too deeply imbued with their characteristics to make good superintendents also too old for very efficient service The experiment has thus been made under very unfavourable circumstances

We may also advance the suggestion that the selections in every case were not quite happy

Under the old system two Indian officers were promoted to be Assistant Superintendents every three years and if that practice had continued there would have been more Indians in the Imperial Service to day than it will ever be possible under the present system which has unnecessarily cast a stigma of inferiority on the Provincial Service

While the relationship between the superior European and Indian officers should be one of manly comradeship born of equal status and equal privileges, as it used to be, or should have been in olden times it has now degenerated into one of timid dependance and sycophancy the result of an artificial superiority and a no less artificial inferiority Where manhood is dwarfed and self respect is wounded there cannot be real contentment or co operation and we therefore venture to submit that the experiment of creating a separate Provincial Service in the Police has failed

The following are some of the reasons which have brought about the state of affairs described above —

(*a*) The object of the Commission in creating the post of Deputy Superintendent as explained in paragraph 66 of their report was to supply the additional number of Assistants required to help the Superintendents in the discharge of their duties of control and supervision and to relieve them of the routine of office work and although no distinction was here made or in paragraph 33 of the Government of India s Resolution in the functions and departmental status of the two classes of officers Rule 11 of the Bengal Police Manual has laid down a different method of their employment with the result that while Assistant Superintendents are given every opportunity of making inspection and tours into the mufassal Deputy Superintendents are mostly confined to indoor work at head quarters and apart from the question of acquiring a habit of idleness which makes it difficult for them to establish their fitness for district charges when the question of their eligibility for promotion to Superintendentship comes up for consideration they are looked upon by the subordinate staff as holding the position of merely secretariat value

(*b*) As a further instance of unequal treatment we beg to point out that although in paragraph 90 of their report the Police Commission assigned to Assistant and Deputy Superintendents an equal position and the Government of India accepted it in their resolution (paragraph 60) yet in Rule 792 of the Bengal Police Manual Deputy Superintendents have been delegated to a lower position and in the latest Police order (No 84 of 1913) the permanent delegation to the lower position was as if confirmed

Police order No 69 of 1913 again describes our powers and functions as generally similar to those of the Assistant Superintendents The Police Commission recommended them to be ' precisely same the Government of India used the word similar and now they are described in the Police order as generally similar The three different stages of development (or degradation as it were) are not without their significance and we venture to suggest that had the Police Commission been aware of these possible evolutions at the time they would not have recommended for the creation of a separate Provincial Service

(*c*) The inequality of the treatment is even observed in the demi official correspondence which passes between the Personal Assistant to the Inspector General of Police and the Deputy Superintendents and Assistant Superintendents The latter, of course freely correspond but the former are not often vouchsafed the common courtesy of a personal reply but are replied to by the Registrar—a ministerial officer at the best

(*d*) As a necessary corollary to the rules quoted above a European Assistant Superintendent of Police disdains to serve under an Indian Superintendent of Police and instances are not rare where an Indian though holding the rank of Superintendent of Police is looked upon by his European colleague as a subordinate and even addressed as such

We would therefore respectively urge upon the consideration of the Public Services Commission the total abolition of the Provincial Police Service and that all the superior officers of the Police should be placed in one amalgamated list, with prospects and promotion regulated exactly alike In this connection it may not be out of place to mention that the fact of the resignation of four highly educated Indians of their appointments of Deputy Superintendents of Police in the course of the last four years is not without its significance We refer to the cases of Messrs Surja Kumar Guha M A Nirmal Sankar Sen M A Lalit Mohan Gupta M A and Maulvi Muhammed Chainud din M A

We venture to point out that in the Accounts Department which is under the direct control of the Finance Minister Indians and Europeans are treated equally in all respects in the matter of rank pay and promotion They are placed in one list and have side by side promotions The policy of equal treatment accorded in that department has produced its natural result among the officers employed therein and we have reason to believe that there is more comradeship mutual respect and contentment among them than among any other class of public servants

We venture further to point out that formerly there was no differential treatment in the Public Works Department but since the creation of a separate Provincial Service as in the Police the natural due results also followed The Government of India however have recently abolished this distinction in the Public Works Department and placed all the officers on one amalgamated list and once more contentment prevails

The same story as ours has to be told of the Education Department also

We have taken the liberty of discussing the subject of the division of services into Imperial and Provincial at some length, for once we can convince the Commission of the futility and undesirability of this division, our remarks on other heads become considerably simplified

A

61 999 Taking it for granted therefore that there should be only one list of superior Police officers the following are our observations on the different heads

62 000 **(I) Methods of Recruitment**—Recruitment should entirely be by open competition by simultaneous examinations in England and India A small percentage should be set apart for really deserving men of proved merit and ability by promotion from the rank of inspectors

This question was dismissed by the Police Commission by saying that whenever it may be expedient to educate him (Indian) the examination by which his fitness for the Indian Service is tested ought to be in India (paragraph 69) We respectfully venture to entirely disagree with this view of the Commission When Indians are allowed to compete for the Indian Civil Service Indian Medical Service Railway and Engineering Department examinations in England a member of the first named of which is our own Inspector General we fail to see why Indians may not be allowed to sit for the Police Service examination which entitles him ordinarily to be only Superintendent of Police or at most to be a Deputy Inspector General

62 001 **(II) Systems of Training and Probation**—One year s training in England and one year at a provincial training college in India, when they will be on probation They will also pass the prescribed departmental examinations in Law and Language

I have since been to England myself and seen the working of various police forces there and I consider that out of one year s probation in England (by England I mean the United Kingdom) 6 months at the Royal Irish Constabulary Depot at Dublin 3 months at a County station in Ireland and 3 months at the Criminal Investigation Department New Scotland Yard London would be the best training Several Colonies have their officers trained at the Royal Irish Constabulary Depot Dublin

62 002 **(III) Conditions of Service**—Promotions should ordinarily be by seniority from grade to grade but merit should also be considered in case of promotion from rank to rank

62 003 **(IV) Conditions of Salary**—With the enormous increase in the cost of living the salary all round should be increased

62 004 **(V) Conditions of Leave**—Conditions of leave should be the same for all officers European and Indian

62 005 **(VI) Conditions of Pension**—Pension should be earned on the expiry of 25 years service or after 20 years on medical certificate Nowadays the life of a police officer is more arduous than in the case of most other services while he is subject to great personal risk to say nothing of the dreadful weapon of social ostracism [*in the case of Indians*] if he conscientiously performs his duty

In this connection we beg leave to quote the following pertinent remarks made by His Excellency the Governor while presenting the King s Police Medals at the Durbar on the 25th November 1913 — whose (Police officers) duties are yearly becoming more exacting and whom the discharge of their duties have often to encounter danger

62 006 **(VII) Such Limitations as may exist to the employment of non Europeans** — One of the Deputy Inspectors General should be an Indian

One fourth of the total service should be Indian and this should be gradually increased to one third

At least one post of Deputy Commissioner of the Calcutta Police should be held by an Indian The posts of Personal Assistants to Inspector General and Deputy Inspector General of Police Crime and Railways should also be held by Indians

The Provincial Service should be abolished for the reasons stated in the paragraph 61 998

B

62 007 If for any reason it is found inexpedient to abolish the Provincial Service our alternative observations on the different heads are as follows

62 008 **(I) Method of Recruitment**—Recruitment should be by competition after nomination to secure proper representation of the educated portion of the different communities of Indians 25 per cent by promotion from Inspectors of proved merit and ability and not too old [N B—According to officers promoted from the department the present percentage *i e* 50 per cent should remain]

The minimum educational qualification for the outside appointments *i e* for permission to appear at the competitive examination should be a diploma from a recognised University and this principle should not be departed from in any case

The appointment should be open to statutory natives of India only as accepted by the Government of India in their resolution on the Report of the Police Commission and no exception should be made on any account The mere declaration by an officer of purely European descent of his intention to settle permanently in India on retirement should not be accepted as sufficient proof of his having acquired an Indian domicile as such declaration is often made to suit convenience for the time being and there is no guarantee of subsequent change of intention The system of nomination alone should be abolished as its effects are demoralising and stunt the development of national character

62 009 **(II) Systems of Training and Probation** — No change in the present system of training and probation except that the pay during the probationary period should be the pay of the last grade as in the case of Assistant Superintendent

62 010 **(III) Conditions of Service**—Same as in paragraph 62 002

Before the original memorandum was submitted in April last there had been some instances of supersession by promoted Inspectors over the heads of directly appointed officers and in spite of that we were unanimously of opinion that promotions should ordinarily be by seniority from grade to grade but merit should also be considered in case of promotion from rank to rank Since then the cadre has been divided into two branches, *viz* —(i) *direct appointments and* (ii) *promoted Inspectors* (*vide Government of Bengal Appointment Department Memorandum No* 3 830*A dated* 16*th July* 1913) *with rules to regulate the promotions different in each branch Ordinarily the former will have to serve 6 years in each of the 3rd and 4th grades, while in the latter branch promotions will be given as vacancies occur The net result is that the promoted Inspectors will earn their promotion at a much quicker rate than their unfortunate colleagues appointed direct and where there was perfect harmony and fellow feeling there are distinct signs of cleavage born of divergent interests*

Effect has already been given to these rules and I shall not be exaggerating the case when I say that they have been the cause of serious discontent among the directly recruited branch of the service They therefore most respectfully but emphatically protest against those rules and the following are the reasons for their protest —

(1) *Analogy with the Provincial Civil Service Executive branch —Sub Deputy Magistrates promoted to the rank of Deputy Magistrate do not get preferential treatment but get their promotion side by side with the directly appointed Deputy Magistrates Men of equal social status and educational attainments are appointed direct both as Deputy Magistrates and Sub Deputy Magistrates and so preferential treatment of promoted Sub Deputy Magistrates would be more obvious than in the case of promoted Inspectors*

Our delegation to the rank of 2nd class officers—in spite of the assertion of the Government of India that we hold similar rank to that of the Assistant—has been made on the analogy of Provincial Civil Service but in the case of promotion that analogy has not been acted upon or in other words that analogy was put forward to confer a disability on us but when there was a chance of our obtaining some benefit on the same analogy it was waived aside It has cut us both ways and we consider ourselves extremely unfortunate

(2) *Deputy Superintendents of Police* (*or Inspectors of old*) *promoted to the rank of Superintendent do not get preferential treatment of the sort over the heads of junior European Superintendents We consider that exactly the same reasonings hold in both cases and therefore there is a vague impression that it is not so in the rank of Superintendent to avoid extensive European interests being jeopardised*

(3) *Subordinate Inspectors and even senior Sub Inspectors may at any moment be our superiors which is subversive of discipline and discipline should be maintained in the Police Service more than in any other*

(4) *If necessary special promotions may be given to selected and specially meritorious Inspectors —or even to all of them—to safeguard any probable block in their promotions Their special merit may further be recognised by the award of titles personal allowances or even jaigirs but hard-and fast rule entitling promotion to all Inspectors superseding the claims of all direct officers is to be deprecated*

(5) *If it is at all desirable to make two separate divisions let promotions run independently in the same way in both divisions The time limit of six years in each of the last two grades should be abolished and if time limit is at all to be retained three years in each grade should be quite sufficient Ordinarily it takes about seven years to get through the last two grades in the Executive branch of the Provincial Civil Service and five years in the Judicial branch*

(6) *Or at any rate the present orders should not apply in the case of those who entered the service under entirely different conditions They can only apply without objection to those who join after the promulgation of the rules*

62 011 —**(IV) Conditions of Salary** —If the Provincial Service is to be maintained a certain number of Superintendents not less than 25 per cent of the sanctioned cadre should be included in it so that the majority of us (if not all) may have a reasonable chance of retiring with that rank The salary of a Deputy Superintendent should range from Rs 300 to Rs 500 and for the purpose of determining our seniority we should be placed in an amalgamated list with the Assistants as is now done in the case of Indians on attaining the rank of Superintendents As our educational qualifications and social status are the same as those of the members of the Provincial Judicial and Executive Services we should rise as Superintendent of Police ordinarily up to a maximum salary of Rs 1 000 We propose to do away with the Rs 250 grade of Deputy Superintendents firstly because if there are more grades of Deputy Superintendents than of Assistants we cannot be placed with them in a combined seniority list, and secondly because in the case of 1st grade Inspectors (pay Rs 250) promoted to Deputy Superintendents they derive no benefit whatever by their promotion until they reach the 3rd grade At present we begin on Rs 250 and rise to Rs 500 *i e* we begin as a 2nd class officer and end as a 2nd class officer The departmental status of Assistant and Deputy Superintendents being the same both should be classed as 1st class officers in respect of travelling allowance and other matters

62 012 —**(V) Conditions of Leave** —*See* remarks under paragraph 62 004

As our departmental status is declared to be similar to that of the Assistant Superintendents we claim to have the privilege of enjoying the same rules

At any rate the total furlough which one can earn viz two years is much too short a period It should at least be one fifth of the period of active service and furlough should be granted more liberally say after a continuous service of four years or at any time due irrespective of the time when the officer last returned from leave A case in instance my personal one will show the hardship of the present rules After an active service of over 7 years I took 6 months leave viz 3 months privilege leave combined with 3 months leave on private affairs under article 337 Civil Service Regulations Under the existing rules I shall not be entitled to furlough for another 10 years i e for my having taken 3 months leave under article 337 Civil Service Regulations I forfeit 9 months furlough which would have been due to me in another 2 years Neither can I obtain leave on private affairs for another 6 years and I had all along been anxious to avail of the full amount of 1 years furlough which would be ordinarily due to me after another 2 years

We earnestly appeal therefore that the leave rules be amended accordingly

62 013 **(VI) Conditions of Pension** —*See* remarks in paragraph 62 004

62 014 **(VII) Such Limitations as may exist in the employment of non Europeans and the working of the existing division of services into Imperial and Provincial** —Please refer to the opening remarks —

(*a*) Our functions and status should be *precisely the same* as contemplated by the Police Commission and *not similar to* those of Assistant Superintendents *far less generally similar vide remarks paragraph 62 198*

Deputy Superintendents of all grades should be 1st class officers for the purposes of travelling allowance at least as it is desirable that they should uphold the dignity of their position and not be demeaned as they are at present Sergeants and Inspectors of Police also get 2nd class travelling allowance, and although Deputy Superintendents are classed as similar to Assistant Superintendents they are only allowed 2nd class allowances and are thus needlessly degraded in the eyes of the public and their subordinates It has been stated that on the analogy of the other Provincial Services we are entitled to 2nd class allowances but it is forgotten that while all the others will some time or other in their lives rise to be 1st class officers we can begin and end only as 2nd class officers the pay of a 1st grade Deputy Superintendent being Rs 500

The members of the Public Services Commission will surely realise how unjustly we are treated in this respect when we state that an Assistant on probation and in receipt of a salary of Rs 300 is entitled to 1st class allowances whereas a 1st grade Deputy Superintendent in receipt of a salary of Rs 500 and with many years service is entitled to 2nd class allowances only

We venture to point out in support of our claims for 1st-class allowances that all similarly paid officers who have to do a good deal of touring are allowed by Government 1st-class allowances to cover the extra cost of touring viz —(1) Deputy Magistrates in charge of subdivisions are entitled to 1st-class allowances (2) Superintendents of Post Offices are entitled to 1st-class allowances (3) Assistant Superintendents of Telegraphs are entitled to 1st class allowances and (4) Assistant Engineers are entitled to 1st class allowances *and they are not burdened with the cost of buying and maintaining expensive uniforms*

Deputy Superintendents of Police should also therefore invariably get 1st class allowances as they are also touring officers in spite of Rule 11 of the Bengal Police Manual

That this should be so in case at least of the Deputy Superintendents in charge of subdivisions there cannot be two opinions Personally I always travel 1st class on official duty within my own jurisdiction and so I know do many others

(*b*) The proportion of Deputy Superintendents promoted to the rank of Superintendent viz 5 per cent is far too low to attract the proper stamp of men to the service or to stimulate a healthy competition in the work amongst those who are in the service The proportion should be fixed at not below 25 per cent. for the present rising in the course of say the next ten years to 33⅓ per cent

At least one of the posts of Deputy Commissioner of Calcutta Police should be recruited from Deputy Superintendents and the post of Assistant Commissioner of Police should be always held by a Deputy Superintendent *Indeed the Police Commission too recommended that the Deputy Commissioners should also be recruited from the Provincial Police Service (paragraph* 96)

On the analogy of the Provincial Executive Service the posts of Personal Assistants to Inspector General and Deputy Inspector General of Police, Crime and Railways should be open to Superintendents of Police promoted from the rank of Deputy Superintendents One of the posts of Deputy Inspectors General should also be thrown open to the members promoted from the Provincial Service

(*c*) The existing practice of putting junior Assistant Superintendents in charge of districts during the temporary absence of the Superintendent in preference to the more senior and experienced Deputy Superintendent creates an invidious distinction between members of the Imperial and Provincial Services In such circumstances the senior officer present in the district should be appointed to hold charge irrespective of whether he belongs to the Imperial or Provincial Service It is perhaps to regularise this apparent inequity that Assistant Superintendents of all grades have been declared by executive order to be superior in rank to Deputy Superintendents of all grades (Police Order No 84 of 1913) to which reference has already been made elsewhere One baneful result of the practice just referred to is that the relationship between Assistant and Deputy Superintendents of Police instead of being one of healthy comradeship develops into one of strained aloofness which is not in the interest and good of the public service or of discipline The members of the subordinate force in common with the ministerial staff of the district not unnaturally look upon a Deputy Superintendent with a feeling of contempt or superciliousness (certainly not intended by the members of the Police Commission or by the Government of India)

(*d*) Again, the distinction made between Assistant and Deputy Superintendents of Police in respect of confidential documents and papers casts an unmerited slur on the members of a loyal service *and yet the detection and prevention of political and in fact all organised crime would ultimately depend upon the loyalty honesty zealousness industry and whole hearted co operation born of contentment of the Indian officers*

(*e*) Acting grade promotions in temporary vacancies should be made in the same way as is done in the case of Assistant Superintendents

62 015 —**(VIII.) Relations of the Service with the Indian Civil Service and with other Services** —*There is great room for improvement particularly in the relation of the Indian members of our service with the Indian Civil Service*

62 016 —**(IX) Other Points** —(a) *A matter which affects only the Indian members of the service we should like to include The recent Arms Act rules (Government order No XLVIII of* 1913) *allowing Police officers of all ranks only one fowling piece each while the members of the Judicial and Executive branches of the Provincial Civil Service are entitled to two fowling pieces and one sporting rifle each create yet another invidious distinction There is a strong impression in some quarters that revolver forms part of our uniform and as such is exempted from the operations of the Arms Act and I share in that impression But if I am wrong which I hope not we submit that the present moment when police officers are being specially marked down by the anarchists as their victims to deprive them of their only weapon of self defence is hardly opportune Many uncompromising remarks are being hurled against us by the public and we respectfully urge that a revolver may be distinctly declared to form part of a police officers uniform and that two fowling pieces and a sporting rifle may be allowed to us in common with the members of the other branches of the Provincial Civil Service*

(b) *Privileges for studying law in England sanctioned in Government of Bengal No* 1 312*A* -*D dated* 20*th June* 1913 *to the members of the Indian Civil Service and the Judicial and Executive branches of the Provincial Civil Service may be extended to the members of the Police Service in whom also the knowledge of law is daily becoming increasingly essential*

(c) *All officers of the Provincial Service irrespective of their grades should be given the privilege of being presented at His Excellency the Governor s Levee*

BABU SUKUMAR SEN GUPTA called and examined

62 017 (*Lord Ronaldshay*) Witness was a Deputy Superintendent of Police third grade and had been in that grade for about four years He had been eight years in the police He was appointed an inspector direct and afterwards a deputy superintendent in an outside vacancy and had been treated as a directly recruited man ever since The written statement represented the unanimous opinion of the provincial service and was supported generally by Europeans and Indians The written statement he himself had sent in was identical with the corporate memorandum but had a certain number of additions* which were also supported by officers of the service

62 018 There should be one service recruited on the same terms by a simultaneous examination in England and in India He did not however mean by this a simultaneous examination in the ordinary sense of the word as at present only 25 per cent of the service should be open to Indians Indians should also be allowed to compete in England and from the list of passes should be recruited to the extent of 25 per cent

62 019 There was no objection to a foreign service allowance being given to European officers if Europeans and Indians were recruited on equal terms

62 020 If the provincial service as such was abolished there would still be the need for the present number of officers to do the work It would not be possible to reduce the present number of assistant and deputy superintendents to the present number of assistant superintendents It had not occurred to him that in that case there would not be sufficient superintendentships to go round. The only solution he could offer was to put assistant and deputy superin

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* The witness s additions have been included in the corporate written statement, but have been printed in italics

tendents on one list and to let the former go on to be superintendents over the heads of the latter except to the extent of the superintendentships reserved for the deputy superintendents

62 021 The directly recruited officers advised that the present proportion of appointments by promotion from the subordinate ranks to deputy superintendentships should be reduced from 50 per cent to 25 per cent but the promoted officers maintained that the present proportion should remain The idea of the directly recruited officers was that the promoted inspectors were too much imbued with their old characteristics and were not fit to be superior officers

62 022 When the cadre was first established after the recommendations of the Police Commission vacancies were kept in the top grades and they were not yet filled The cadre had now been divided into two separate parts one for direct recruits and one for promoted men This was very invidious If a time scale were instituted instead of a graded system the present difficulties would disappear

62 023 Several of the deputy superintendents had now been given charge of subdivisions they liked the work but they objected that when so posted they had to do a good deal of touring and that the travelling allowance was not sufficient They asked for first class travelling allowances like the assistant superintendents

62 024 A proposal had been made by a promoted Inspector to which the directly recruited officers fully agreed that the post of deputy superintendents should be reserved exclusively for promoted inspectors and that outside Indians should be recruited directly to the post of assistant superintendents

62 025 Two superintendentships were now filled by Indian deputy superintendents and a third Indian was acting One however was an additional superintendent who was looked upon more as a deputy superintendent than a superintendent

62 026 Deputy superintendents should become superintendents when quite young The experiment of promoting deputies had proved a failure in the past, owing to their being selected at too old an age

62 027 If an incremental scale were adopted for deputy superintendents it would be a good thing to have a point where selection came in

62 028 There was no serious grievance with regard to uniform The Provincial men however had a helmet with a khaki puggaree whereas an Imperial officer had a helmet with a blue puggaree and they would like all the puggarees to be blue

62 029 Since he was recruited he had been to England and had had an opportunity of visiting the depot of the Royal Irish Constabulary and of seeing the work of various police forces in the United Kingdom He went expressly with a view to studying these matters after he had been in the police force in India just over seven years After having had practical work in India he was in a better position to study conditions in England than if he had gone before entering the force

62 030 (*Mr Abdur Rahim*) The new distribution of work was more satisfactory to the deputy superintendents than the old one except with regard to confidential matters they were not allowed to see the confidential abstracts

62 031 The complaint that there was a certain amount of difficulty on the part of Indian officers in enforcing discipline might apply to promoted inspectors but not to directly recruited men He had been in charge of the 24 Parganas reserve for a time and had had no difficulty in enforcing discipline there

62 032 A large proportion of the constables were men from Bihar and other places outside Bengal and some difficulty might have been experienced by some officers in enforcing discipline amongst them but personally he had had no trouble

62 033 At present there was only one Indian superintendent in substantive charge but there was one additional superintendent who acted under the orders of the superintendent of the district

62 034 (*Mr Chaubal*) He wished to see the proportion of Indian superintendents increased and the pay raised Ten or twelve superintendentships could be filled efficiently by Indians and Indians should be introduced gradually If that was done the efficiency of the police administration in the whole province would not suffer

62 035 He was a graduate of the Calcutta University and had attended the police school for six months

62 036 (*Sir Murray Hammick*) His proposal was that all deputy superintendents should become assistant superintendents and that the two services should be merged but he admitted the difficulty that there would not be enough superintendents to go round As an alternative it would be satisfactory to a certain extent if the Government raised the pay of the deputy superintendents to Rs 800 and fixed the proportion of superintendentships open to them at a higher figure than the present five per cent

62 037 (*Mr Daly*) The proposal that the deputy superintendents should be merged into one service with the assistant superintendents and be recruited for by a simultaneous examination in India had the support of the Muhammadan deputy superintendents

62 038 When in charge of the reserve of the twenty four Parganas he never had the slightest difficulty in maintaining discipline It was true he had a European inspector and two European sergeants under him to assist in maintaining discipline but he could have done without their assistance They were under his orders

62 039 He had not consulted the inspectors about the abolition of the provincial service but the proposal was to reserve posts for promoted inspectors If the provincial service had never been established, he would not now have been in the police

The witness withdrew

At Calcutta, Friday, 23rd January 1914

PRESENT

THE EARL OF RONALDSHAY M P (*in the Chair*)

SIR MURRAY HAMMICK K C S I C I E	MAHADEV BHASKAR CHAUBAL Esq C S I
SIR THEODORE MORISON K C I E	ABDUR RAHIM Esq

And the following Assistant Commissioners —

E RYLAND Esq (Deputy Inspector General of Police Bihar and Orissa)	AHMAD MUHAMMAD Esq (Deputy Superintendent of Police Tezpur)
Maulvi SHAHAB UD DIN KHUDA BAKHSH (Deputy Superintendent of Police Patna)	H C GADSDEN Esq (Officiating Principal Police Provincial Training School Mandalay)
A E H SHUTTLEWORTH Esq (Superintendent of Police Kamrup)	C W HILL Esq (Deputy Superintendent of Police Insein)

M S D BUTLER Esq C V O, C I E (*Joint Secretary*)

R T DUNDAS Esq Officiating Inspector General of Police Bihar and Orissa

Written Statement relating to the Police Department being the views of the Bihar and Orissa Provincial Committee of the Indian Police Association*

62 040 **(I) Methods of Recruitment** —*Imperial* —The Committee accept the present system of recruitment for the Imperial Service by open competitive examination in England with the conditions and modifications laid down in the Government of India Resolution Nos 248–259 dated Calcutta 21st March 1905 as on the whole satisfactory but would point out that the principles therein laid down enjoin restrictions on direct appointment by nomination in India which of late have not been observed to the detriment of officers already in the Force The Committee would urge that direct appointments by nomination in India should be strictly limited to the terms of the Government Resolution which was clearly intended to provide a channel for the recruitment of Europeans domiciled in India of suitable educational attainments who have no opportunity of appearing in the usual way at the examination in England and who have exceptional qualifications fitting them for employment in the superior service and should not be extended for the benefit of Europeans educated in England who by failure or non appearance at the examination in England have not fulfilled the essential conditions of appointment The Committee would also make a strong protest against the practice of appointing an officer recruited by nomination in India to any position other than at the bottom of the list There has of late been frequent cause for complaint in this respect Such a procedure does not appear to have been contemplated in the Government Resolution already quoted and the knowledge that a career in the service is dependent on the arbitrary appointment of nominated members over the heads of regularly recruited officers must necessarily render it unattractive to the best class of men and cause discontent among its members

Provincial —The Committee consider the existing methods of recruitment for the Provincial Service and for all other ranks are satisfactory and require no alteration

62 041 **(II) System of Training and Probation** —The Committee consider the system of training and probation of members of the Imperial Service satisfactory and no change is advocated

The system of training and probation of Deputy Superintendents Sub Inspectors Head Constables and constables is also satisfactory

62 042 **(III) Conditions of Service** —The Committee consider —

(*a*) That a Police Officer should be appointed to the Inspector Generalship The Government of India in paragraph 38 of their Resolution Nos 248–259 dated Calcutta 21st March 1905 on the Report of the Police Commission of 1902–03 decided that it should be left to the discretion of Local Governments to fill this post either from the Indian Civil Service or from the Police as may seem most expedient Since that time the invariable custom has been to give this appointment to a member of the Civil Service This leaves a Police Officer little interests or ambition after he has reached a certain stage in his career and casts an unmerited stigma over the whole service The Committee therefore would urge that the post of Inspector General be filled ordinarily from the Police and that a Civilian be appointed only if a suitable Police Officer is not available

(*b*) That Government should have the option of retiring an unsatisfactory officer on full pension after the completion of 25 years service as recommended by the Police Commission of 1902–03 in paragraph 87 of their Report

(*c*) That extensions of service should not be granted to members of the Imperial Service who have reached the age of 55 years as in view of the increasingly arduous nature of Police work an officer at that age can rarely have the necessary vigour and activity for further efficient service The argument formerly advanced that officers had suffered so in their prospects from extensions being granted that they could reasonably claim extensions themselves as compensation when their turn came is not now a matter for serious consideration and will be less so if the increased pension and incremental pay hereinafter advocated be granted

Higher Appointments —The Committee wish to draw attention to the very small number of higher appointments open to police officers as compared with services such as the Forest Department and Public Works Department The figures quoted below are taken from the Bihar and Orissa Civil List —

Department	Number of Higher Appointments	Total Strength	Proportion
Police	3 Deputy Inspectors General	53	1 in 17 66
Forest	1 Conservator	5	1 in 5
Public Works	1 Chief Engineer 5 Superintending Engineers	31	1 in 5 17

At the present time the charge of a Deputy Inspector General is too cumbersome and the work too heavy to admit of really thorough control The Ranges of Deputy Inspectors General consist of 11 and 10 districts respectively whereas no Commissioner of a Division has charge of more than 5 districts In the interests of efficiency and in justice to the service the number of higher appointments should be increased

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* This Statement was signed by the following members of the Committee —Mr R T Dundas President Messrs R C Castle, F C Ryland J V Ryan B A LL D H A Kelso W Swain W A P Sealy and E I Marriott, Members and Mr R J Hirst Honorary Secretary

62 043 **(IV) Conditions of Salary** —The Committee would point out that the present graded system of pay in the Police Department works most inequitably The number of appointments in the higher grades is very small and promotion is obtainable only as vacancies therein occur To quote instances in the Bihar and Orissa Police there are officers with 20 to 26 years service at present drawing Rs 900 per mensem and of a total 25 Superintendents 7 have been 7 years in their present grades This state of affairs is due merely to the inequity of the system and is not in any way the result of inefficiency or misbehaviour on the part of the officers concerned

The following table shows clearly the present state of affairs under the graded system of pay The figures have been taken from the gradation list of gazetted Police Officers for January 1913 —

Rate of pay Rs	1 200	1 000	900	800	700	500	400
Length of service of the most Senior Police Officer drawing that pay years	35	32	25	17	11	9	5
Length of service of the most Junior Police Officer drawing that pay years	35	25	17	13	9	6	4
Length of service of an officer of the Forests or Public Works Department drawing the same pay years	18	14	12	10	8	3	2 (draws Rs 420)

N B —These figures represent completed years of service fractions of a year having been ignored

Any further comment on the disadvantages of the graded system is unnecessary The necessity and equity of the incremental system has long been recognised and it has already been introduced in the Forest, Public Works Telegraph Customs Finance Educational and other Departments Among the Imperial Services the Police is the only Department of any importance except the Indian Civil Service to which this privilege has not been extended

The Committee therefore urge that a system of incremental pay should be introduced on the following scale with immediate application to officers now in the Service —

Assistant Superintendent	Rs
1st year of service to draw	300
2nd	350
3rd	400
4th	450
5th	500
6th	550
7th	600
8th	650

Superintendent	
9th year of service to draw	700
10th ,	750
11th	800
12th	850
13th ,	900
14th	950
15th ,	1 000
16th ,	1 050
17th , ,,	1 100
18th ,	1 150
19th ,	1 200
20th	1 250

This scale is based on that already in force in the Forest Department and Public Works Department the only alterations suggested being in the pay of Assistant Superintendents, who as at present will start on Rs 300 per mensem and not on Rs 380 as in the case of the above mentioned services

An Assistant Superintendent should not be eligible for an increment until he has passed his departmental examinations and on doing so he should then take his place in the scale according to the length of his service

An officer holding a higher charge should draw pay at a rate equal to the lowest pay of that charge *i e* an Assistant Superintendent officiating as Superintendent should be entitled to an officiating allowance sufficient to bring his pay up to Rs 700 per mensem which is the lowest rate of pay drawn by a Superintendent Superintendents officiating as Deputy Inspectors General and a Deputy Inspector General officiating as Inspector General should receive officiating allowances on a similar basis

62 044 **(V) Conditions of Leave** —The Committee consider that minimum furlough allowances should be calculated on a more generous basis Under the Civil Service Regulations Articles 314 and 320 a Police Officer s minimum furlough allowance is fixed at —

(i) 200*l* a year or ⅓ths of the salary last drawn on duty whichever is less when paid in England

(ii) Rs 166⅔ a month or ⅓ths of the salary last drawn on duty whichever is less when paid in India

The minimum furlough allowance of a member of the Indian Civil Service or a Military Officer in Civil employ is —

(i) 500*l* a year or the salary last drawn by him on duty whichever is less when drawn in England

(ii) Rs 833⅓ a month or the salary last drawn by him on duty whichever is less when drawn in India

The Committee also recommend that the proposal now under the consideration of the Government of India to allow the commutation of leave on half pay to half the period on full pay should be approved

In the opinion of the Committee it is of the utmost importance in view of the very heavy work and responsibilities now required of the Police that both in the interests of Government and in fairness to the members of the Service Police Officers should be in a position to take long leave out of India for rest and recuperation far more frequently than is now possible owing to the smallness of leave allowances and the impossibility of saving money under the present conditions of life in India

It is also an anomaly that a Military Officer serving in the Police Department should receive a larger furlough allowance than the regular members of the service

62 045 **(VI) Conditions of Pension** —The Committee would point out that the anomalous and altogether unjust treatment of Police Officers in the matter of the period of service qualifying for full pension was brought to the notice of the Government of India 10 years ago by the Indian Police Commission of 1902–3 In the Government Resolution Nos 248–259, dated Calcutta 21st March 1905 on the Report of the Commission a decision on this important point was deferred Up to the present time the very serious disabilities suffered by the Police in this respect have not been removed Various memorials on the subject have from time to time since 1909 been submitted to the Secretary of State by Police Officers from all over India From the Government of India letter No 14 C dated 9th January 1913 a copy of which is attached (Annexure* No 1) it will be seen that this important question has now been referred for consideration to the Royal Commission on the Public Services in India

The Committee also wish strongly to emphasise the absolute necessity of granting pensions to Police Officers on more liberal terms quite apart from the reduction of the period of qualifying service The Committee have nothing to add to the arguments already adduced in support of this claim beyond stating that the duties and responsibilities of the Police and the general cost of living in India are increasing yearly A copy of one of the memorials which have been referred to the Royal Commission is attached for ready reference (Annexure* No 2) For the reasons therein set forth the Committee strongly advocate the granting of pensions on the following terms and conditions —

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* Not reprinted

(*a*) Retirement on medical certificate after 20 years service on a pension of Rs 4 000 in India or 400*l* in England.

(*b*) Optional retirement after 25 years service on a pension of Rs 5 000 in India or 500*l* in England.

(*c*) Optional retirement after 30 years service on a pension of Rs 6 000 in India or 600*l* in England.

(*d*) An additional pension of Rs 1 000 in India or 100*l* in England after 3 years service as Deputy Inspector General or Inspector General.

The Committee have modified the original demands in Enclosure No 2 for additional pensions up to a possible maximum of Rs 8 000 in India or 800*l* in England as it is understood that no pension on a non contributory basis granted by the Government of India exceeds Rs 7 000 in India or 700*l* in England

62 046 **(VII.) Such limitation as may exist in the employment of Non Europeans and the working of the existing system of division of Service into Imperial and Provincial.**—The Committee consider that the limitations laid down by the Police Commission in paragraphs 66 and 67 of their report and in paragraphs 33 and 34 of the Government of India Resolution Nos 248–249 dated Calcutta 21st March 1905 are necessary in the employment of Non Europeans and that the working of the existing system of division into Imperial and Provincial Services is satisfactory

62 047 **(VIII) Relations of the Service with the Indian Civil Service and other Services.**—The relations between the Police and the Indian Civil Service are on the whole satisfactory and the Committee consider that the principles laid down in the Bengal Police Manual, Chapter III constitute a sound basis for determining such relations The Committee would point out that there is a tendency on the part of officers of other Services to treat Deputy Superintendents Inspectors and Sub Inspectors with less consideration than is due their respective positions and that they are not adequately protected by the Courts from unjustifiable aspersions and insinuations against their character

62 048 **(IX) Any other Points within the Terms of Reference to the Royal Commission not covered by the preceding Heads**—*Reduction in Clerical Work* —The Committee strongly advocate a reduction in the very large amount of clerical and routine work required of all police officers down to and including investigating officers which renders them unable to give adequate attention to their legitimate duty of preventing and detecting crime

Construction of Buildings —The Department should be relieved of the duty of constructing their own buildings a task they are not qualified to undertake and one which occupies time that should be spent on more legitimate duties

Better Quarters —Better provision should be made for the housing of officers and men and Inspectors should be provided with free quarters

Investigating Officers —As a result of the Police Commission of 1902–3 there has undoubtedly been an improvement in the character and work of the investigating officers At the same time the Committee are of opinion that officers of this class are still for the most part unfitted to undertake the responsibilities and exercise in a satisfactory manner the large powers entrusted to them An investigating officer s various duties if thoroughly performed involve a considerable amount of physical hardship and exertion. At the same time his work is such that a fairly high standard of education and intelligence is required In addition there can be no doubt that service in the Police is still for various reasons regarded as slightly degrading by the best class of Indians Consequently there is bound to be very considerable difficulty in obtaining men capable of doing the work and at the same time willing to undertake it The remedy therefore would appear to lie in an attempt to improve the material at present available and in the opinion of the Committee this can undoubtedly be done—

(*a*) the appointment of more supervising officers of the rank of Deputy Superintendent

(*b*) a much stricter selection for promotion among Sub Inspectors

Prosecution of Cases —The Committee consider that a more efficient agency should be employed for conducting the prosecution of cases particularly in Subdivisions having regard to the facilities that at present exist in India for an accused to secure expert defence

Supplementary written Statement by Mr Dundas relating to the Provincial Service

62 049 **(III.) and (IV) Conditions of Service and Salary**—As regards the Provincial Service the demands as regards the conditions of salary and service are stated in the representation of the Deputy Superintendents of Police * The first request is that the pay of the lowest grade of Deputy Superintendents of Police be raised to Rs 300 a month that during the probationary period the subsistence allowance be not less than Rs 150 a month and that the probationary period do not exceed 12 months I am in favour of raising the pay of the lowest grade of Deputy Superintendents of Police to Rs 300 a month on the consideration that their duties and responsibilities are much the same as those of Assistant Superintendents It is therefore reasonable to equalise the pay of both ranks The present pay of the last grade Rs 250 is the same as that of the first grade of Inspectors from whose ranks 50 per cent of the Deputy Superintendents of Police are drawn Apart from this anomaly there are other practical difficulties As to the request for an increase of subsistence allowance during the probationary period and the reduction of the probationary period from two years to one year I see no reason to recommend a change The present subsistence allowance of Rs 100 a month is exchanged for the grade pay of Rs 250 a month as soon as the probationer emerges from the Training College and takes up the duties of a Deputy Superintendent in a district even though he has not at the time completed the full probationary period of two years

The second request is that the number of appointments in the higher grades be increased This will follow if the lowest grade is abolished as recommended above and the services graded in three grades—Rs 500 Rs 400 and Rs 300 The present division of the service of 15 appointments into four grades seems rather unnecessary Adopting a cheap scale the allotment in three grades would be as follows —

	Rs	
First grade	500	4 appointments
Second	400	5
Third	300	6

The increase in cost over the present scale would be Rs 6 000 per annum The Assistant Superintendents enjoy a more liberal allotment in the higher grades *vide* Appendix XII of the Police Commission s Report

The third request that members of the Provincial Police Service shall receive on promotion to the rank of Superintendent the same rates of pay as those enjoyed by members of the Imperial Police Service would if allowed have the practical effect of removing all distinction between the Provincial and Imperial Services I do not consider this is a fair claim

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* Not reprinted

* Please *see* paragraph 62 013

The fourth request is for an increase in the proportion of appointments of Superintendent reserved for members of the Provincial branch The maximum number of appointments permissible was fixed quite recently at one only The subject has already been discussed very fully and I doubt that the time has come for re opening it

The fifth request is that members of the Provincial Police Service be declared first class officers for purposes of travelling allowance In this respect the members of the Provincial Police Service cannot fairly claim to be placed on a better footing than the Provincial Civil Service It is understood that in the Provincial Civil Service officers in charge of subdivisions are considered officers of the first class for purposes of travelling allowance and I recommend that this privilege and any similar privileges enjoyed by the Provincial Civil Service be extended to members of the Provincial Police Service serving under similar conditions

The sixth request is that their title be changed to Assistant Superintendent of Police Bihar and Orissa This matter was discussed by the Police Commission who decided on the designation of Deputy Superintendent on the analogy of the Provincial Civil Service and because the object of appointment of Deputy Superintendents is different from the appointment of Assistants the latter being intended mainly for the training of the necessary European Superintendents The present proposal like some of the others above aims at raising the Provincial Service to a position identical with the Imperial Service and considerably above the Provincial Civil Service I do not consider that the proposal should be entertained seriously

62 050 **(V) Conditions of Leave** —As regards the conditions of leave the Deputy Superintendents represent that the period of service to qualify for furlough should be reduced from 10 years to 8 years and that the maximum interval between the two periods of furlough be reduced to 18 months It seems to me that the existing leave rules are sufficiently liberal for an Indian service and I do not see my way to support the proposal for a change

62 051 **(VI) Conditions of Pension** —A request is put forward that the period of service for optional retirement on full pension be reduced to 25 years and for retirement on medical certificate (presumably on full pension) to 20 years This request is supported by the argument that there should be no differentiation between the Imperial and Provincial Services but it seems to me that in this, as in most other points connected with its prospects the Provincial Police Service should march with the Provincial Civil Service with which it has everything in common and not with the Imperial Police Service the *personnel* of which is entirely different It is no argument to compare a service composed mainly of Indians with the service composed entirely of Europeans

62 052 **(IX) Other Points** —Apart from the subjects dealt with in the representation the Deputy Superintendents have put forward elsewhere the grievance that most of them are ineligible for presentation at Levees I consider it is desirable to remove the invidious distinction in rule 797 of the Police Manual which allows the privilege of presentation to Deputy Superintendents of first grad but not to those of lower grades nor to probationers But this again is a matter in which the case of Deputy Superintendents must be regulated in accordance with the analogous case of Deputy Magistrates

In connection with the improvement of the present class of investigating officers the memorandum of the Police Association brings up a point which I consider most important towards the improvement of the police and that is the appointment of more supervising officers of the rank of Deputy Superintendents To bring about reform and to bring it about quickly it is imperative to maintain constant supervision over the doings of officers entrusted with such large powers as Sub Inspectors and Inspectors possess and to make that supervision so close that abuse of power and corrupt practices shall be impossible This can only be done through a class of officers who are themselves above suspicion or who like the Inspectors promoted to Deputy Superintendents have shown that they can rise superior to temptation The economical way of doing it is to increase the cadre of Deputy Superintendents rather than to increase the number of Assistant Superintendents The sanctioned cadre of 15 Deputy Superintendents is decidedly insufficient for the purpose It is in my opinion essential to have a Deputy Superintendent at each district headquarters excepting three of the small districts of Orissa as well as at the Police headquarters of the two main Railway Systems and the Criminal Investigation Department I would also provide a Deputy Superintendent for certain selected subdivisions where local conditions make the work unusually difficult or the distance from headquarters necessitates reinforcing the supervising staff Dhanbaid Giridih Deoghar Kishunganj Madhepura or Supaul in North Bhagalpur Bihar (Patna) and Sasaram are all places where a Deputy Superintendent would be very usefully employed

Mr R T DUNDAS called and examined

62 053 (*Lord Ronaldshay*) Witness has been officiating Inspector General of Police in Bihar and Orissa since April last He joined the service in 1887 as an assistant superintendent had been on special duty in a native state for about a year and had served as principal of the training school and personal assistant to the inspector general In 1907 he became deputy inspector general He represented his colleagues in the Imperial service and was prepared to answer questions on their written statement His own personal views agreed with theirs subject to a few slight modifications

62 054 The complaint that certain officers had been specially appointed in India and put in not at the foot of the cadre referred chiefly to Bengal At the present time there was one military officer in Bihar and Orissa who had been so put in There was also another officer who had been brought in from the deputy magistrate s service and there were three who were planters One of these had been introduced into the higher grades and the other two were transferred from Eastern Bengal and Assam and also put in the higher grades They were so put in to meet a sudden increase in the cadre and to prevent the creation of a block some years afterwards This was a legitimate object and personally he did not desire to press the point, provided the corollary held good and Government took steps to remove excess officers when a block in promotion existed owing to the undue inflation of the cadre

62 055 The officers were satisfied with the present system of recruitment in England and with the personnel now being obtained The age limits were suitable

62 056 Probation should be in India as at present A central police training school would not be an improvement on the present provincial schools because the conditions in India varied very much in the different provinces There were differences of laws and in the habits and customs of the people It was also necessary to introduce young officers to the surroundings in which they would have to work The staff of his provincial training school was drawn from the police force with the exception of one who was a shorthand instructor Police officers made quite satisfactory instructors in law and other matters and there was no need for any improvement

62 057 The colour bar should be retained so far as recruitment in England was concerned The European officer started with an advantage in the very fact that

he was a European officer It was easier for him to command respect and in cases very much easier to hold the balance between conflicting interests If the examination in England was thrown open a considerable number of Indians might get into the service who might not be of the class required Indians should look to the deputy superintendentships and he would improve their prospects in that direction They should be given more pay and be treated more liberally in the matter of travelling allowances

62 058 In Bihar and Orissa one Indian deputy superintendent had been promoted to be superintendent sub *pro tem* but he was practically permanent He was on medical leave at present and in his place an Indian deputy superintendent was officiating for him One Indian was all that could be taken under the five per cent rule and that percentage should not be increased at present If it was decided that more Indians should be recruited to the superior branch of the service they should continue to be taken from the deputy superintendents This would give better prospects to the inspectors and sub inspectors and would go far to increase the popularity of the service among the class of men from whom sub inspectors and inspectors were recruited. It was of great importance to be able to judge a man by seeing him work for some years before promoting him

62 059 The power of direct appointment of members of the domiciled community had been exercised in Bihar and Orissa and should be retained

62 060 The police were all trained to the use of arms in the first instance All constables when enlisted had to go through the constables training school and received a training in handling arms But only a small body of men in each district varying from 25 to 50 were constantly under arms

62 061 The inspector general should be a police officer He was not prepared to say that if no police officer were available locally one should be taken from another province as owing to the differences between provinces it might be that a civilian of the province would be a better man than a police officer from a distant province It was important that the inspector general of police in any particular province should be thoroughly versed in local conditions and a civilian from Bihar would have a great advantage over a police officer from Madras

62 062 The officers in the service were suffering from a block at present and that was the reason why a time scale was suggested There should be separate time scales for assistants and superintendents and a man who reached the top of the time scale in the assistant s grade would have to remain there until promoted to the superintendent s grade But when he received promotion the loss of time should be made up to him by putting him into the position he would have occupied had he obtained promotion at the proper time It was not suggested that deputy inspectors general should be on a time scale

62 063 The 55 year rule should be rigidly enforced whether there was a time scale or not

62 064 The officers desired a pension after 25 years If that was granted it would not be taken advantage of generally as the pay was too small for the ordinary man to be in a position to go It would however be taken advantage of to a certain extent Officers however would prefer a larger pension at the end of 30 years than present pension at the end of 25

62 065 The leave reserve was adequate

62 066 The desire to commute furlough for leave on higher pay was due to the fact that the present allowances were not sufficient for men to take the furlough to which they were entitled

62 067 There was a feeling on the part of police officers that they would rather be called district superintendents as formerly than superintendents

62 068 The provincial service was recruited half by direct appointment and half by promotion from below and that was found fairly satisfactory The best way of obtaining recruits for the provincial service was by nomination. Officers appointed from other services would be reckoned as direct recruits They would not affect the inspectors but would affect the other class On the whole therefore it would be better not to bring in officers from other services unless absolutely necessary

62 069 When a deputy superintendent was promoted to the charge of a district very rigorous selection should be exercised and a man should be taken irrespective of his length of service provided he was the best man for the post That might of course create discontent in the provincial service amongst those passed over but this should be faced There was now selection throughout the superior service both after the Rs 900 grade and for the deputy inspector generalships So long as it was an understood thing that there would be selection there should be no great grievance

62 070 The expense deputy superintendents were put to in purchasing their uniforms and horses was a considerable item in their pay and a grant should be given There would be justification for giving them an equipment outright

62 071 (*Sir Murray Hammick*) The deputy superintendents objected to the white puggree which they wished to abolish as it marked off the provincial service officer

62 072 The three senior men in the first grade of deputy superintendents were promoted inspectors The grade was empty to start with but had been filled up gradually and was now full Selection had been exercised and inspectors of long standing had been advanced more rapidly That had created some dissatisfaction amongst the direct recruits

62 073 The uncovenanted family pension fund was not now open to new entrants as there was considerable trouble about the rate of interest The Government had opened another fund called the Bengal and Madras Family Pension Fund It was not much used probably because it did not give good value for money He was in the fund himself but had never examined into it to see whether it was good or not

62 074 If an incremental scale of pay was given it would be a good thing if the Government insisted on every police officer after two years service insuring himself in an approved insurance society on the Government list At present the provident fund was compulsory but was not satisfactory at all It was convenient for providing money for going to England but not so satisfactory as insurance for securing the safety of a man s family A certain number of officers had taken their money out and put it into single payment policies He did not think the fund was much depleted by drawings but it did not give the same protection and it would be more satisfactory to insist on insurance

62 075 (*Mr Chaubal*) There were 25 superintendents in Bihar and Orissa counting the principals of training schools and 2 personal assistants and there were 15 deputy superintendents There was one Indian superintendent amongst the 25 and one officiated for him while on leave Under the 5 per cent rule there would be only one appointment If four or five Indians were appointed to the upper service there would be a considerable loss of efficiency He believed there was a loss of efficiency on account of the one now in the service but he could not point to any concrete facts

62 076 The present examination in England was giving very satisfactory men and he had not observed any falling off in the number of candidates He had however no idea of their numbers Although the proper type of officer was being obtained an increase in salaries and pensions was still necessary A man when he took service under Government was of course aware of the prospects before him to a certain extent but mostly from second hand information.

62 077 It should be optional with men who joined at the age of 20 to retire after 25 years service at the age of 45 There would be work left in them but it was a monotonous and hard life and a man was often

played out at that age There had been cases of xtension of service after 30 years service

62 078 (*Mr Abdur Rahim*) He was appointed in India under the old system

62 079 Indian superintendents were not in such a good position as Europeans to command respect but hey would command a certain amount of respect They did not start with the same initial advantages as the European He had seen several Indian superintendents of police in Bengal and one in Bihar and Orissa and experience showed him that they did not ommand the respect commanded by Europeans It was evident at the beginning of their service that they were exceptional men and they were selected as such and in the smaller districts they managed well He ould substantiate his position by referring to facts but if he had to do so he should like to be heard in camera He did not advance the proposition that Indians of a certain class were unable to command respect in their own community As a general proposition that was unsound It did not follow from his argument that it would be illogical if Indians were not appointed to any other service because the circumstances of the services were different Some did not require so much personal influence as the police A member of the civil service in charge of a district had of course to command respect but more personal influence was required of a police officer

62 080 (*Sir Theodore Morison*) The police had to construct their own police stations in Bihar and Orissa and their number was great In some provinces the Public Works Department assistants took over the work entirely but they did not do so in Bihar The superintendent of police down to the sub inspector had to see to the work and very often do it without a contractor That largely increased the amount of work to be done

62 081 The position of the deputy superintendents should be improved and a career should be opened for Indians in that grade They should however be admitted to the Imperial service only to the extent of 5 per cent This meant one man in Bihar He would give to deputy superintendents the pay that was given in the provincial civil service and their status would similarly be that of a deputy collector

62 082 (*Mr Ryland*) The present pay and prospects as advertised in England sounded very attractive but candidates could not know anything about the expenses and the strenuous life they had to live in India In recent years the expenses had increased very considerably

62 083 In the past men took extensions because their savings were not great and the small pension was not sufficient to make them leave the service A great number who took extensions stayed on too long and died almost immediately after their retirement

62 084 The deputy superintendents appointed direct were very much younger than those who were promoted It usually took an inspector about 20 years to reach his top grade supposing he started as a sub inspector If both classes of deputy superintendents were promoted together the men appointed directly would come to fill all the senior posts and that would make it impossible for the promoted men to reach the top before they retired under the 55 years rule If a large number of superior posts were opened up to deputy superintendents in time they would be held by men appointed direct Once they got in they could hold on for a long time and a good deal of heartburning would be caused amongst the promoted inspectors The inspectors recognised the deputy superintendentship as the goal of their career It was stated definitely that the deputy superintendentship would be the goal in the case of inspectors but it was not definitely stated that it would be the goal in the case of the deputy superintendents appointed direct Officers who worked up through the ranks objected to direct appointments being made

62 085 In connection with festivals and religious ceremonies a police officer was often placed in a position where only a European could act with efficiency because class differences arose which were much better handled by a European An Indian officer however much respected he might be ordinarily would not be able to control so well a class to which he did not belong

62 086 A considerable amount of the time of the superintendents was now taken up by having to attend at ceremonies and festivals More attention was paid to such supervision now and it was very necessary that at head quarters there should be an officer who was quite capable of relieving a superintendent of his office work to a certain extent That officer would have certain responsibilities and there was no reason why he should not be well paid and such work should be given to deputy superintendents The deputy superintendents were now recognised as office men and their status should be raised but he did not know how that could be done except by raising their pay

62 087 (*Maulvi Shahab ud din Khuda Bakhsh*) So far as police duties were concerned Indian officers frequently found themselves in positions in which they would not be able to command the respect which the European commanded He did not say that they could not command respect It was quite possible that a European might be biased in dealing with Europeans but such occasions were very few

62 088 The recommendation of the Police Commission that Indian agency should be employed as far as possible had been observed to the extent laid down by the Government of India In Bihar and Orissa the Indian officers acting as superintendents had been in excess of the recommendation and at one time last year there were three officers holding superintendentships two of whom were officiating

62 089 Deputy superintendents would do better on a time scale Their minimum pay should be raised from Rs 250 to Rs 300 and they should be put generally in the position in which the provincial civil service now was Deputy superintendents were classed as superior officers and they should receive first class travelling allowances

62 090 He did not think that if a large number of Indians had charge of districts it would be better for the administration of the country The majority of the district charges had been given to men who had risen from the ranks and there had been quite good men amongst them He was not prepared to say they had been altogether inefficient They had had a fair measure of success in the districts in which they had been tried

62 091 He did not think a larger number of outsiders appointed direct would improve the tone of the service In some cases the good men had been obtained by direct recruitment but the number was strictly limited Very often there was no great distinction in class between sub inspectors inspectors and deputy superintendents

62 092 When inspectors were promoted they were judged on the reports about them and it was not necessary to bring them before a committee If there was anything serious against them they would not be recommended At that stage of promotion the men had been in the service for a number of years and their merits could be gauged better by their performances in the past than by their educational qualifications which did not so much matter

The witness withdrew

H St John Morrison Esq Deputy Superintendent of Police Bihar and Orissa

Written Statement relating to the Police Department being a representation on behalf of the Members of the Provincial Police Service of Bihar and Orissa*

62 093 **(I) Method of recruitment.**—We accept the existing system of recruitment as on the whole satisfactory but we are of opinion that in practical application the principle underlying the recommendation of the Police Commission in paragraph 66 of their report needs to be more strictly adhered to

The Police Commission recommended than one half of the vacancies among Deputy Superintendents should be filled up from among qualified Inspectors and the remainder by the appointment [of qualified Natives of India either outsiders or officers holding appointments in other Departments of Government and we submit (1) that the proportion of appointments reserved for deserving officers already serving in the Department should be definitely and strictly fixed at one half and that this proportion should not either be reduced or increased on any pretext whatsoever (2) that the number of appointments reserved for outsiders (whether already serving under Government in any Department or not) should be reserved exclusively for persons of unmixed India descent persons of mixed European and Indian descent and only such persons of unmixed European descent as are born and domiciled in this country and (3) that promotions and appointments should only be made in the lowest grade as the practice of introducing outsiders and of promoting Inspectors directly into the higher grades is capable of abuse causes discontent and is likely to cause a block in the higher grades

62 094 **(II) System of training and probation.**—The existing system is quite suitable so far as training is given to probationers in the Police Training Colleges the difference however made in the practical training of Assistant and Deputy Superintendents after they leave the Colleges (*vide* Rule 11 of the Bengal Police Manual) we believe to be both unnecessary and invidious

It was not the intention of the Police Commission when they recommended the creation of a Provincial Service that any difference should be made between the training of Assistant and Deputy Superintendents In paragraph 66 of the report the recommendation is worded as follows — This number of Assistants is

> however not sufficient for the requirements of Police ' work The Superintendent requires one or more Assistants to help him in the discharge of his duties of control and supervision and to relieve him of the routine of Office work so that he may be free to tour about his district and become personally acquainted ' with his officers and their work and with the people and their interests The Commission recommend that the additional number of Assistants required should be supplied by a class of Deputy Superintendents in a Provincial Service who should have the same departmental status as Assistants The ' number of these should be fixed on the principle of ' one qualified Assistant or Deputy Superintendent in every district and one or more extra in any district where the work demands their additional strength

From the wording of the recommendation it is abundantly clear that the Commission did not contemplate the creation of a new class of officers for the performance of distinct and separate duties and our submission is that where no difference was intended none should be created and that Assistant and Deputy Superintendents should receive the same training throughout the period during which they are under instruction irrespective of whether in or out of the Training College

We are further of opinion that officers promoted from the Inspector Class should also ordinarily undergo a course of training in drill and discipline at the Training College exceptions being made in favour of elderly officers who have not more than 5 years to serve after promotion

62 095 **(III) & (IV)—Conditions of service and salary**—The Indian Police Commission when dealing with the question of emoluments came to the conclusion that the pay of Deputy Superintendents should rise from Rs 250 to Rs 500 (Rupees two hundred and fifty to Rupees five hundred) in four classes and that the pay of Indian Superintendents should rise from Rs 600 (Rupees six hundred) to Rs 900 (Rupees nine hundred) In doing so they followed the analogy of the Provincial Services in other Departments and were of opinion that the pay suggested would attract to the Police Service Indians of the best class

It is however an accepted principle that the conditions of all Provincial Services as regards salary should be adjusted by a consideration of the terms necessary to secure locally the desired qualifications in the officers appointed and we venture to submit that the time is now ripe for giving more liberal effect to the principal by the grant of an appreciable increase in the pay of Officers of the Provincial Services It is felt throughout the country that the prospects offered to educated Indians of the best class in the Provincial Services are inadequate and are not sufficient to attract the right men and we have no hesitation in saying that there is danger of the Provincial Services deteriorating principally because the best class of Indians are not attracted to the service of Government This we believe to be true in the case of all Provincial Services and more especially so in the case of this service where the duties responsibilities and risks are more onerous and greater than elsewhere

The general rise in the cost of living in the country the growing necessity for maintaining the dignity of Government and of living in a manner befitting a responsible position the peculiar circumstances surrounding the conditions of service in the Police are all influences which must be taken into consideration The duties discharged and appointments held by officers of the police are admittedly more onerous and are attended by far greater responsibilities and risks than those discharged and held by members of the other Provincial Services and this aspect of the case should not be neglected in determining the question of emoluments nor should it be neglected in adjusting the relative prospects of the Imperial and Provincial Services in so far as this Department is concerned

In paragraph 67 of the Police Commission s Report in dealing with the question of Indian Superintendents the following words occur — They should be employed

> as far as possible It is more than desirable—it is incumbent on the Government to use Native agency ' to the utmost extent possible without seriously impairing the efficiency of the Service

We venture to submit that the history of the last few years bears testimony to the efficiency of the Native Agency in the Service and that the time has come when they may legitimately claim more liberal treatment in respect of promotion and emoluments The loyalty courage integrity and intelligence of no other service has been so sorely tested during the last five strenuous years in India and the members of no other Provincial Service we venture to think have earned a better right to receive indulgent consideration The Annual Police Administration Reports and the Honour Lists are in themselves evidence of the efficiency of Indian Officers

In view of these facts we respectfully venture to urge the following points for consideration —

(1) That the pay of the last grade of Deputy Superintendents be raised to Rs 300 (Rupees three hundred) that during the probationary period the subsistence allowance be not less than Rs 150 (Rupees one hundred and fifty) a month and that the probationary period do not exceed twelve months

(2) That the number of appointments in the higher grades be increased The present proportion of appointments of Assistant Superintendents of Police in the first and second grades is 76 per cent whereas that of Deputy Superintendents is only 16 Having regard to the fac

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* Forwarded by S Khuda Buksh Secretary to the Conference of the Deputy Superintendents of Police Bihar and Orissa

that Deputy Superintendents have very much longer to wait for promotion to the rank of Superintendent than Assistant Superintendents, it seems only reasonable that the number of appointments in the two higher grades of Deputy Superintendents should be increased.

(3) That members of the Provincial Police Service on being appointed as Superintendents receive Rs. 700 (Rupees seven hundred) and not Rs. 600 (Rupees six hundred) as now, and that the maximum pay be raised to Rs. 1,200 (Rupees twelve hundred).

(4) That the proportion of appointments of Superintendents now reserved for members of the Provincial Branch is insufficient and be increased. Under existing rules only one appointment of Superintendent is open to Deputy Superintendents. The number should be not less than four. The Police Commission was averse when framing its recommendations to definitely fix any number of appointments to be reserved for the Provincial Service, but its recommendation that the question should be left open until "experience has been gained of the working of the system" coupled with its studied opinion that Native Agency should as far as possible be employed, very clearly points to the conclusion that it was the feeling of the Commission that the proportion of reserved appointments should be a generous one, and we believe that the time has now come when a certain fixed number of Superintendentships, not less than four, may safely be reserved for deserving officers of the Provincial Service. We may further urge that in the sister Services, the Provincial Civil Service for instance, certain special appointments (and their number is considerable) carrying liberal allowances and described in the Services as "prize posts" exist, whereas Deputy Superintendents have nothing to look forward to but their ultimate promotion to the rank of Superintendent.

(5) That members of the Provincial Police Service be declared first class officers for purpose of Travelling Allowance. Apart from all other considerations, and there are several sentimental considerations that can be urged, it should be borne in mind that officers of the Police Department are frequently called upon to visit inaccessible localities where officers of other services are rarely, if ever, required to go, and are compelled to travel hurriedly and therefore under peculiarly difficult circumstances and their expenses when travelling are accordingly heavier. Notwithstanding this we are treated with less liberality than officers of the Postal, Telegraph, and some other Departments.

(6) That the designation "Deputy Superintendent of Police" be abolished and "Assistant Superintendent of Police, Bihar and Orissa," be substituted. The question of designation was seriously discussed by the Police Commission and it is significant that one of the only two Indian members among the Commissioners, the Hon'ble the Maharaja of Darbhanga, took exception to the designation (*vide* paragraph 69 of the Commission's report). We venture to submit that the Maharaja was better acquainted with local conditions, and having an extremely intimate knowledge of Bengal (since divided into the Provinces of Bengal and Bihar and Orissa) opposed the designation for very good reasons. To make matters perfectly clear we desire candidly to explain that the designation "Deputy" has long been regarded with contempt by Indians of all classes, and this fact was well known to the Maharaja. It came into contempt long before a Provincial Service was created in the Police Department, and we feel that our prestige is unjustly affected and our efficiency threatened by the prejudice which has grown up against the title.

62,096. **(V.) Conditions of leave.**—The minimum period of service necessary to qualify for furlough which is at present 10 years should be reduced to eight years, and the maximum interval between two periods of furlough might be reduced to 18 (eighteen) months. With the above exceptions we consider the existing rules perfectly satisfactory.

62,097. **(VI.) Conditions of pension.**—We beg strongly to urge that the period for optional retirement on full pension be reduced to 25 years' service and for retirement on medical certificate to 20 years. In our opinion in this matter there should be no differentiation between the Imperial and Provincial Services.

It is a matter of every day experience that retired police officers seldom live to enjoy their pensions for any length of time. The arduous nature of their duties, the exposures, privations and annoyances to which they are subjected while in service all contribute to reduce vitality and as often as not a police officer at the end of 30 (thirty) years' service is no better than a human wreck.

A pathetic argument in support of our submission is that a police officer at the age of 50 (fifty) is hardly "wanted" in the Department, and there have been more instances than one of officers with brilliant early careers who have been "shelved" and have remained unpromoted after the age of 50 (fifty) because found useless.

Mr. H. St. John Morrison called and examined.

62,098. (*Lord Ronaldshay.*) Witness was a deputy superintendent, second grade, in Bihar and Orissa. He joined the service as an assistant in the office of the inspector-general of police, and had worked in all capacities in the office. He rose to the rank of superintendent of the office and officiated as personal assistant to the inspector-general for a short period. He was now in charge of a subdivision. He had had eleven years' service before rising to be a deputy superintendent.

62,099. The written statement represented the opinion of the provincial police officers. There were certain points to which individual members objected at the outset, but they were afterwards convinced, or gave way to the majority. It had, therefore, been unanimously accepted, and Europeans and Indians were in general agreement.

62,100. The theoretical proportion of direct and promoted appointments in the provincial service was half and half, but that was not the actual position at the present moment. Transfers from other services should not be allowed.

62,101. The policy of the present inspector-general was to place deputy superintendents in charge of subdivisions, and that was a good way of utilizing their services. The status of the deputy superintendents ought to be similar to that of the assistant superintendent, though, having regard to the fact that assistant superintendents were recruited to fill only the superior charges, some distinction was inevitable. If the deputy superintendents were put in charge of subdivisions, and were given actual police work to do, there would be nothing to complain of. As long as their work was the same as that of the assistant superintendent he would be satisfied.

62,102. At the present time only one superintendentship was reserved for deputy superintendents, but the service thought there should be four. Personally he was of opinion that four was rather an excessive demand, but he accepted it after it had been passed by the majority. There certainly should be more than one, but at present he would be satisfied personally with two appointments, provided that the pay and prospects of the deputy superintendents were improved generally. As time went on the number of superintendentships thrown open to them should be increased. In any case the sole method of recruiting natives of India to the higher charges should be from the deputy superintendent's list.

62,103. He would not make any deputy superintendent a superintendent after the age of fifty. The officers promoted might be between 40 and 50.

62,104. The service preferred a time-scale to a graded system, but the time-scale should be a continuous one. An efficiency bar had been tried, but had never proved a success. The question of efficiency turned on the opinions of particular officers with regard to particular individuals and he had often pointed out to the deputy inspector general when he was in the office that particular officers who had recommended the stoppage of the promotion of their subordinates had very bad records themselves Cases also occurred in which quite conflicting recommendations about the same officer were made

62 105 Better recruits could be obtained for the provincial service if the authorities were more careful in their selection The principle of selection was good enough The sub inspector class at present was being recruited from the upper middle classes in India and an endeavour should be made to get the deputy superintendents from an even higher strain The men now being recruited as deputy superintendents were practically from the same class as the sub inspectors That was due to the lack of prospects in the provincial service and to the faults of the selecting authority At the present time the commissioner nominated candidates but it would be better to have a board in each division before which candidates would appear and the names selected should then be submitted to the commissioner for sending on to the inspector general The board should contain the collector and non official Indians of position

62 106 His own views on the question of uniform were opposed to those of the rest of his brother officers They maintained that their uniform should be identical with that of the assistant superintendents but he thought this far fetched There was a national headgear which would be very much more suitable to Indian officers than a helmet The feeling was strong in the service but it was a sentimental grievance

62 107 (*Sir Theodore Morison*) It was not aversion to wearing the turban that officers felt but the desire to wear a helmet

62 108 (*Mr Chaubal*) The desire was to have the form of head dress made optional The general tendency was towards the helmet but when officers went among their own community he was inclined to think they would wear their own costume

62 109 There might be a feeling in the service that a promoted deputy superintendent became a superintendent at too old an age when he was not sufficiently active but experience did not justify that feeling There had been instances in Bengal where men had been given superintendentships after 50 without any bad effects but it stood to reason that better work would be got out of a man of 45 than one of 55 in a service such as the police

62 110 He had no objection whatever to men from the upper middle classes being appointed to deputy superintendentships if the selection was carefully made but there were classes such as the landed gentry in India who had exercised control for years and it had become an instinct with them and the more they could be brought into the service the better

62 111 (*Mr Ryland*) He knew of no rules which really safeguarded deputy superintendents against confidential reports Copies were sent to the deputy inspector general but he was not in a position to know individual deputy superintendents Certain instructions had been given from time to time to inspectors general to look into such matters when inspecting a district but it was doubtful whether they had been uniformly carried out Copies of the half yearly statements were sent to the deputy inspector general and in the case of sub inspectors to the inspector general but that was not a safeguard A copy should be sent to the officers concerned and the deputy inspector general on the occasion of his next visit should examine the officer upon the subject Confidential reports should be entirely abolished or at least the manner of making the reports should be altered The reports might be made demi officially to the inspector general and then the inspector general should be bound to take up the question whether the report was justified or not but the present practice which allowed an officer to make a remark which having been made went on to the service sheet was objectionable On one occasion there were nine reports in connection with one officer and at his suggestion the inspector general laid down a series of questions to be answered by superintendents in the future The difficulty was that the matter had become a routine business

62 112 Deputy superintendents could not be given exactly the same duties as assistant superintendents but there should be a much closer approximation than there now was An assistant superintendent when posted to a district was finishing his training and qualifying for a superintendentship whereas a deputy superintendent was selected because his experience might be of help to the superintendent In the old days when the police commission sat the condition of things was quite different There were then sometimes two subdivisions in charge of one inspector and it was impossible for an inspector to do much in the way of supervision and the superintendent of police was required to do a good deal more work in the district than was now required The time had now come when subdivisions were being placed under the charge of experienced officers and hence the necessity for the superintendent to go much into the district was becoming less and it was much more important now to administer the district from head quarters The time had come when it would be a recognised thing that the superintendent should remain at head quarters a great deal more and leave more to his subordinates in the outposts The rules had not altered but conditions had In the old days the superintendent went out in every important case but now a days he had office matters to attend to and had to depend on his subordinates to attend to the cases That was a ground why the deputy superintendents should be given work as in the subdivisions like the assistant superintendents

62 113 (*Maulvi Shahab ud din Khuda Bakhsh*) He had never noticed any very great difference between the training of the deputy superintendent and the assistant superintendent All assistant superintendents and district superintendents should have a training for a year in a thana

62 114 There was no objection to making the puggaree optional

The witness withdrew

M L A Luffman Esq Superintendent of Police Assam

Written Statement relating to the Police Department by Mr M L A Luffman as representative of the Officers of the Imperial Police Service serving in Assam

62 115 **(I) Methods of recruitment** — On the whole I think the present method of recruitment by competitive examination is satisfactory and this should be the only method During recent years officers from other departments and gentlemen not in Government service have been appointed This has caused great discontent because they have been placed above officers already in the service and one of them after being duly appointed and graded was suddenly promoted over the heads of 12 senior officers Such treatment must naturally result in discontent especially as under the present rules promotion in the Police Service depends entirely upon vacancies and is seriously affected if these vacancies are filled up from outside

In my opinion the age for competition should be fixed at 19 to 21 years As regards the Provincial Service 60 per cent of the appointments to the rank of Deputy Superintendent of Police should be made by promoting deserving Inspectors and the remaining 40 per cent by nominating Indian gentlemen not already in the service

62 116 **(II) System of training and probation** — In paragraph 64 of the Report of the Indian Police Commission a probationary course of training at an English residential University has been recommended and this appears to me to be the best possible solution

of the problem. The Commission after going thoroughly into the question came to the conclusion that a thorough grounding in vernacular and law can be given far more efficiently in England than in India and with this I entirely agree because probationers would then have the advantage of the very best tuition which would naturally be far superior to anything available at the various Provincial Training Schools in India. A University course would also tend to raise the tone of the service which is much to be desired.

This course should I think extend to two years after which the successful probationer should come out to India and be sent to the Provincial Training School where he should stay for a year. His training in India should be as practical as possible and extra special attention should be paid to the colloquial use of the vernacular. In order to make the Indian course as practical as possible I would suggest that an important subdivision should be placed under the charge of the Principal of the Training School. The probationer could then investigate and prosecute cases under the direct supervision of the Principal which in my opinion, is a most important point. The present system of placing young Assistant Superintendents in charge of police stations and subdivisions has done good but proper and efficient supervision is lacking and young officers have mostly to find their own way. A Superintendent in charge of the whole district cannot possibly devote as much time to the training of an Assistant as the Principal of the Training School can because the latter would have charge of only the one subdivision. The manners and customs of the various classes who form the population of the province should be made a special study. After one year the probationer should be required to pass some test and if successful he should be confirmed. Failure to pass the test should bar promotion and should also result in loss of seniority unless for very special reasons. Failure to pass in three years should ordinarily entail removal from the Service. After having been confirmed the Assistant Superintendent should be posted to the headquarters of a district where he can learn office and Reserve work and after this he should be placed in charge of a subdivision.

62 117 **(III.) Conditions of service**—Prospects in Assam are probably worse than in any other province because there is no post of Deputy Inspector General to aspire to while that of Inspector General is invariably held either by a member of the Indian Civil Service or of the Military Commission. In the Public Works and Forests Departments the proportion of higher appointments to officers is approximately 1 to 8. If the Police Department had equally favourable conditions three higher appointments would be open to the officers serving in it but actually there is not even one. This is a constant source of irritation and discontent because there is no reason whatsoever why the two Departments mentioned above should enjoy conditions which are so much better than those of the Police. Under present rules the highest post which a police officer in Assam can hope for carries with it a pay of Rs 1 200 only and there is only one such post sanctioned for the entire Department whereas in the Public Works and Forests officers may rise to Rs 2 750 and Rs 2 650 respectively per mensem. This unequal treatment of sister services should no longer be permitted especially as the duties performed by the Indian Police are in no way less important than those of any other department except the Indian Civil Service. The only way to rectify the present unsatisfactory state of affairs is to sanction three higher appointments for the officers of the Assam Police. Even if this is done a police officer can never hope to rise as high as an officer in the Public Works or Forests but this is unavoidable because the Imperial Police Service is Imperial only in name for officers serve all along in the same province and can thus only aspire to Provincial appointments.

In order to provide three higher appointments for Assam I would suggest —

(i) That the post of Inspector General be given to a police officer and

(ii) That the post of one Deputy Inspector General on Rs 1 800 per mensem be sanctioned and a selected Superintendent be granted an allowance which will bring his pay up to Rs 1 500.

I have already stated that the post of Inspector General is invariably held either by a member of the Indian Civil Service or of the Military Commission and it is universally felt by officers in the Imperial Police Service of Assam that in this respect they have been most unfairly treated and that an unmerited slur has been cast upon them. Candidates on entering the Police Service are given to understand before they come out to this country that the post of Inspector General is given to an officer of another department only when no police officer capable of filling the post is available but actually this post is closed to police officers. In the rules regarding admission to the Indian services (*vide* the India Office List) the Inspector Generalship is invariably shown as one of the appointments in India ordinarily reserved for the Police Departments of the several provinces but there is a note to the effect that these appointments are not set apart exclusively for members of the Police Department and the Government reserves discretion to fill them by the selection of any officers who are considered best fitted for them, whether in the Department or outside it. It is clear from this that officers in the Department are intended to have some chance at least of securing the post and by always appointing officers of other services and not considering the claims of police officers there is no doubt that the Government has not fairly used the discretion allowed. Under the circumstances this discretionary power should be withdrawn, and if in any particular province there is no police officer fit to be Inspector General a selected police officer from some other province should be appointed, but this should only be done under exceptional circumstances and the officers superseded should be given reasons for the step taken. If it is considered that in the whole of India there is no competent police officer then the sooner the methods of recruitment and training are altered, the better because obviously there must be something very wrong with them. The injustice of the present position in Assam is felt the more as in several provinces which, from a Police point of view are of much greater importance the Inspector General is a police officer. It may be argued that the presence in this province of a good many military officers in the military police renders it imperative that the head of the Police Department as at present constituted should be either an Indian Civilian or a military man. Personally I do not think there is much in this argument but if officers in the Military Police do actually object to being under a Civil Police officer then the fairest way of solving the difficulty would be to divide the Police into two departments namely Civil and Military and appoint an Inspector General for each. This would ensure both Departments being managed by experts in their own line and would allay the present discontent. Moreover as long as the two Departments remain under one head the officer who has had experience of purely Civil Police work can hardly hope to be Inspector General, for owing to the proximity of the North East Frontier more importance is bound to be attached to the Military Police than to the detection and prevention of crime so that the post will ordinarily be given to officers who have served on the frontier. I do not think the adoption of this proposal will cost Government much more than the present system after it has been extended in accordance with the demands which increase of work will make upon it. Crime of all kinds is increasing at an extraordinary rate and the Subordinate Police Service is being strengthened very considerably while a new Battalion of Military Police is being raised so that it is certain that one Inspector General unaided will not much longer be able to exercise proper control over both Departments. There will have to be a Deputy Inspector General for the Civil and another for the Military Police. The pay of the two Inspectors General may be fixed at Rs 2 000 per mensem. It is also hard to understand why the Director of Criminal

Intelligence should be selected from the Indian Civil Service It is the duty of this officer to superintend the work of Provincial Criminal Investigation Departments and he should obviously be an expert in all matters relating to crime A member of the Indian Civil Service even though he may have been Inspector General of Police for a few years cannot possibly have the same intimate knowledge of the ways of criminals as a police officer who has studied them for the whole of his service Transfers should be as few as possible and ordinarily a Superintendent should remain in one district for at least five years Under present conditions a transfer especially to a married man means a substantial loss as the travelling allowance is most inadequate An officer is only allowed the bare fares of himself and his wife and no provision is made for his family or personal property He has generally also to sell his furniture at a loss and lay in a fresh supply at his new station In order to remedy this I think that actual expenses—provided of course that they are reasonable—should be paid and heavy furniture such as beds almirahs tables &c should be provided in Government bungalows As police officers are required to keep at least one horse a horse allowance of Rs 40 per mensem should be allowed as in the army

Assam is a notoriously expensive province and in consideration of this officers in the Public Works and Forests are granted a special allowance but police officers are not This allowance is undoubtedly a necessity and there is no reason why the Public Works and Forest Departments should be specially favoured so the Assam allowance should be granted to police officers also

The failure of the Police Department to secure as favourable conditions of service as other Departments is attributed to the fact that the Police Department has no representative with the Government of India or with the Local Government The Public Works the Telegraphs and the Forests are all represented These Departments are in no way more important than the Police and in ordinary fairness the Police Department should be represented also and by a police officer Further the Inspector General should be a member of the Provincial Legislative Council Heads of other Departments are nominated and the fact that the Inspector General is left out undoubtedly lowers the Police Department in the eyes of other officials and of the public generally

In a district the Superintendent of Police should be on the Municipal and District Boards This would enable him to get into touch with Indian gentlemen and would also increase his sphere of usefulness especially as his knowledge of the town and district is probably better than any other official s because he tours a great deal and town affairs form a considerable part of his daily duties

62 118 **(IV) Conditions of salary**—The Public Works Forest and other Departments have an incremental system of pay This is indeed the only equitable system and should be extended to the Police Department with as little delay as possible The present conditions in Assam are very poor because promotion must necessarily be exceedingly slow when the cadre is so small

In view of the fact that for the future police officers should be much more highly trained than they are at present I think they should start in India on Rs 350 per mensem and should rise by annual increments of Rs 50 until they get Rs 1 300 per mensem after 20 years service The lowest pay of a Superintendent should be Rs 800 which an officer should get after 10 years service Acting allowance may be calculated at two thirds of the difference between an officer s actual pay and Rs 800

Deputy Superintendents of Police should rise to Rs 800 per mensem This would place them on more equal terms with the Provincial Civil Service I think that for the first 16 years they should rise by annual increments of Rs 20 and then of Rs 25 This would enable an officer to reach the Rs 800 grade after 25 years service

62 119 **(V) Conditions of leave**—Leave due should be granted without any of the restrictions which exist at present An officer cannot under present rules have (1) privilege leave and (2) furlough unless six months and eighteen months respectively have elapsed since his return to duty Ordinarily these restrictions do not matter much because officers seldom require leave after so short a period but if for urgent reasons the leave is required it is a distinct hardship that an officer cannot get that which he has duly earned

Furlough should be granted for the first time after five years instead of eight which is too long a spell Assistant Superintendents on leave should receive a minimum of 250*l* and Superintendents a minimum of 500*l* Moreover officers proceeding on long leave should get their passages to England and back paid at least twice during their service Employees of practically every private concern get some concession when proceeding home on leave—in fact many of them get their full passages paid every time they go on leave It is a well known fact that the work of Government officials — especially police officers — has increased enormously during the last ten years or so and this makes it all the more important that they should be able to enjoy such periods of relaxation as the rules permit but police officers cannot do so for want of money The cost of living has increased very much and the scale of pay does not admit of much saving so officers have to stay out here for much longer periods than they should and it is unnecessary to point out that they cannot under these conditions put as much energy into their work as they could if holidays were more frequent Then again when an officer especially if he happens to be a family man does manage to save enough money to go on leave he has to choose the cheapest possible route and cannot afford to consider comfort At home too he has to live as cheaply as possible so that he does not profit as much as he might by his holiday It was to counteract all this that private concerns decided to help their employees when proceeding on leave

Officers should be allowed to amalgamate leave of all kinds and privilege leave may be accumulated up to four months instead of only three as at present

Some arrangement should be made whereby officers going home on sick leave may receive free medical treatment Sick leave allowances are so inadequate that an officer can barely exist on them and he cannot possibly afford really good and thorough medical treatment with the result that he comes out to duty merely patched up instead of thoroughly restored to health This is unfair on the officer and the public service certainly does not gain by it

62 120 **(VI) Conditions of pension**—Police officers should be allowed to retire on full pension after 25 years service and on a proportionate pension after 20 years service as is the case with officers in the Public Works and Forest Departments Over ten years ago the Police Commission strongly recommended retirement after 25 years but this concession has not yet been granted. Police work since then has increased enormously and is certainly more trying than work in either of the two Departments mentioned above so that it is impossible to imagine why a police officer should still be required to serve for 30 years before earning any pension at all

The present pension was fixed at Rs 5 000 or 500*l* per annum as long ago as 1855 since when conditions have altered entirely and the cost of living has increased enormously but in spite of this the pension now granted amounts to only 437*l* 10*s* because the rupee has depreciated in value If 500*l* was considered an adequate pension in 1855 surely we are justified in asking for some increase now In my opinion the full pension after 25 years service should be 600*l* a year An optional pension of 400*l* a year should be granted after 20 years service and an invalid pension of 150*l* after 10 years service For each additional year s service up to 20 years an extra 25*l* should be granted and an extra 40*l* for each year up to 25 years If no Deputy Inspectors General are sanctioned for this province the additional pension of Rs 1 000 per annum should be given to the two senior Superintendents

Some provision should be made for widows and children of police officers The Police Commission made a similar suggestion but it was rejected by the Government of India on the ground that no such provision was made in other Departments It is quite clear that the Police has not been considered when making concessions to other Departments so why should other Departments be considered in this case ? I am of opinion that this concession would be greatly appreciated by police officers and would add to the attractions of the service There is also no reason why it should not be extended to other Imperial services if they want it

62 121 **(VII) Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of services into Imperial and Provincial**—In my opinion very few non Europeans possess the characteristics which would enable them to successfully administer the police of a district It is difficult to find a non European who can maintain proper discipline is free from all bias and is able to exact obedience and respect from all classes I think also that a non European would find it exceedingly hard to manage with planters with whom he would come into almost daily contact and who hold very strong views on the subject If however a non European who in the opinion of the Local Government can successfully manage a district is available he may be given a trial and if at the end of three years he has proved himself fit he may be confirmed. In my opinion only non Europeans from the Provincial Service should be taken This will induce better men to enter the Provincial Service as well as give them something to work for and will also ensure that a man promoted has been thoroughly tested

I think that the existing system of division of services into Imperial and Provincial is satisfactory Under present conditions prospects in the Provincial Service are very poor and I have already suggested how they may be improved

62 122 **(VIII) Relations of the service with the Indian Civil Service and other services**—Relations are on the whole satisfactory At present it is the practice for Deputy Commissioners to submit confidential reports on Superintendents of Police This is undesirable because in many cases the Superintendent of Police is by several years the senior and in any case the Inspector General is the proper person to judge the work of Superintendents He regularly inspects districts and goes thoroughly into the police work

62,123 **(IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads**—In conclusion I would like to invite attention to the fact that officers in the Imperial Police Service of Assam do not press for any special favours but merely for more equitable treatment Such concessions as are granted to other services of a similar status should not be withheld from the Police because such treatment merely gives rise to discontent and apathy

Mr M L A Luffman called and examined

62 124 (*Lord Ronaldshay*) The witness was a superintendent of police of the fifth grade in Assam and had held charge of several districts during last nine years He had been a short time in the inspector general s office and on the railway police Generally speaking the written statement represented the views of the department

62 125 Five officers had been specially appointed in India to the Imperial police but they were not put in at the bottom of the cadre One was a superintendent of the fourth and another a superintendent of the fifth grade A third was an assistant superintendent of the first grade another an assistant superintendent of the second grade and one had been just appointed who was an assistant superintendent of the first grade Three of the men were appointed to meet a shortness of officers The effect of giving junior officers very quick promotion would certainly be to create a block and officers quite understood that when there was a shortness of men some had to be brought in from outside but they could not understand the necessity for bringing in outsiders when there was no shortness

62 126 The present system of examination for recruitment was satisfactory and gave a good personnel The present age limits were satisfactory

62 127 The period of probation should be spent in England unless provincial schools were improved very considerably In Assam there was no provincial school The men went to Bengal A police training school was going to be established in Assam

62 128 The colour bar should be retained for the examination in England

62 129 In the corporate memorandum it was suggested that promotion from the provincial service should be stopped but his own opinion was to the contrary Nearly all the officers had now come to agree with him and it might be taken that his opinion now represented the views of the majority of the officers

62 130 The cadre in Assam was a very small one and did not give a fair opportunity to the men in Assam but it would not be a satisfactory way of overcoming the difficulties to amalgamate the Assam and Bengal cadres because there would not be much prospect of Assam men being selected for the higher posts in Bengal Higher appointments were necessary for the Assam police force but he had not recommended them as prize appointments but on administrative grounds The Assam population was increasing tremendously and therefore police work was increasing

62 131 The suggestion of bringing a selected superintendent s pay up to Rs 1 500 was made simply for the purpose of giving more pay

62 132 In Assam there were military police who were under military officers and the civil police had nothing to do with them but both branches came under the inspector general In places where there was a battalion of military police there was no civil armed reserve He did not think any difficulty could arise in connection with the appointment of a police officer to be inspector general owing to the presence of the military element

62 133 A time scale would to a great extent mitigate the troubles in the Assam cadre and an officer should run up to Rs 900 automatically It might be advisable to have two time scales one for assistants and one for superintendents When a man had reached the top rung in the assistant s grade he would remain there until promoted to be a superintendent but if there was no post available he should be compensated in some way It was true however that the responsibility and the work would not be as great as that of a superintendent and he also agreed that there should be some relation between pay and work done The Government therefore would not be justified in paying an assistant the salary they would pay to a superintendent

62 134 The 55 year rule for retirement should be enforced rigorously but if a man was very exceptional and there was some special reason for retaining him in his position he might be kept on provided that a time scale was given

62 135 He believed officers would prefer an increased pension at the end of 30 years to the present pension after 25 years service

62 136 The prospects of the provincial service should be improved considerably, and the pay should rise up to Rs 800

62 137 (*Sir Murray Hammick*) The Assam cadre consisted of an inspector general, one superintendent of the first grade one of the second grade three of the third grade three of the fourth grade and four of

the fifth grade two assistant superintendents of the first grade four of the second grade and three of the third grade and one man who had just been appointed on probation There were two vacancies in the first grade of assistant superintendents There was one deputy superintendent in the first grade one in the second grade one in the third grade and five in the fourth There were two vacancies in the first grade of deputy superintendents three in the second and three in the third

62 138 He would view with favour an order of Government that every police officer after a certain number of years of service should insure himself in an approved insurance society

62 139 The King s medal had been given recently to military police officers in some instances for special work and in others for general good management of the battalion

62 140 (*Mr Chaubal*) According to the five per cent rule there should be one Indian in the Imperial service but there was none There was one at the time the cadre was first constituted but he afterwards came to Bengal and his place was not filled up

62 141 (*Sir Theodore Morison*) There should be two heads of police one for the military and one for the civil There was a talk at one time of appointing a deputy inspector general of military police The military police did no civil work but could be called out in the case of serious disturbances The proposal for the extra officer was made only as an alternative because it had been said that the military police officers would not be willing to serve under the civil police inspector general but he did not think there was anything in that contention

62 142 (*Mr Shuttleworth*) There was an Indian officer acting as a superintendent for a short time but he was not permanent

62 143 Police officers could not afford to go away on leave as often as they ought to go on account of their small pay He did not think a short furlough on full pay instead of a long furlough on part pay was a good scheme as it would mean that in a long service a man would get very little leave During the whole service there would be only one year He was in favour of accumulating privilege leave for four months but not for more

62 144 (*Sir Murray Hammick*) He should prefer to see the leave rules as they were at present

62 145 (*Mr Ahmad Muhammad*) It was possible that a European officer when dealing with a case in which Europeans and Indians were involved would be biassed but that depended upon the officer He could give no example where an Indian of position had been found wanting in the Assam police

The witness withdrew

Moulvi MUHAMMAD SADIR Deputy Superintendent of Police Assam

Written Statement relating to the Police Department being the corporate opinion of Deputy Superintendents of Police Assam

62 146 **(I) Methods of Recruitment**—(1) Age limit for entrance into Imperial Service to be increased as a youth of 23 or 24 can hardly be expected to manage a subdivision successfully

(2) Simultaneous Examinations for the Imperial Service to be held in India

(3) If Simultaneous Examinations are not feasible Examination in England for Imperial Service to be thrown open to every caste class or creed

(4) Provincial Service to be abolished 5 per cent of the appointments in the Imperial Service being reserved for deserving Inspectors

(5) If the Provincial Service is to exist it should be recruited from graduates of good family and also by the promotion of deserving Inspectors

(6) Mr Hill suggests that half the appointments to the Imperial Service be reserved for Anglo Indians who would enter by examination after nomination

62 147 **(II) System of Training and Probation.**—(1) Training at Police Training College not practical enough Longer period of training is suggested out of which a certain time should be spent under instructors experienced in criminal investigation practical law drill and discipline

(2) After leaving Training College a fixed period to be spent under a selected Superintendent of Police

(3) Probationer should then be sent to a sub division.

(4) Settlement training is considered of no value (presumably for Indian Deputy Superintendents)

(5) A training at Scotland Yard in scientific investigation suggested for superior officers before coming to India

62 148 **(III.) Conditions of Service**—(1) There are no openings outside Police service for Superintendents and Deputy Superintendents of Police as for the Indian Civil Service and the Provincial Executive Service

(2) Deputy Superintendents are at a disadvantage as regards the Imperial Service Chances of promotion are few and existing rules of grading unsatisfactory in Assam The amalgamation of the cadre with that of Bengal is suggested.

(3) Deputy Superintendents should receive first class travelling allowance

62 149 **(IV) Conditions of Salary**—(1) Incremental pay system to be adopted for Deputy Superintendents of Police beginning on Rs 300 and rising to Rs 800 as in the Provincial Civil Service Acting appointments and officiating promotions to be allowed to Deputy Superintendents of Police

(2) Following salaries are suggested if graded system is adhered to —

—	Deputy Inspectors General	Superintendents of Police	Assistant Superintendents of Police
	Rs	Ps	Rs
1st grade	2 000	1 400	600
2nd ,	1,800	1 200	500
3rd	—	1 000	400
4th	—	900	300
5th ,	—	800	—

Scale of pay for Deputy Superintendents of Police to be the same as that for Assistant Superintendents of Police

62 150 **(V) Conditions of Leave**—The following changes are suggested —

(1) Accumulation of privilege leave up to six months

(2) Rule that privilege leave cannot be granted until after six months return to duty to be withdrawn

(3) Six months furlough after five years

62 151 **(VI.) Conditions of Pension.**—(1) Voluntary retirement on modified pension after 15 years

(2) Voluntary retirement on full pension after 25 years

(3) Retirement on half pension after 10 years on medical certificate

(4) Retirement on full pension after 20 years on medical certificate

62 152 **(VII.) Such Limitations as may exist in the Employment of Non Europeans and the working of the Existing System of division of Services into Imperial and Provincial**—(1) Increase in percentage of promotions of Deputy Superintendents of Police to Superintendents of Police

(2) Status of Deputy Superintendents of Police to be more clearly defined.

(3) Every subdivision should be in charge of Deputy Superintendent of Police or Assistant Superintendent of Police

(4) Outsiders not be appointed direct into the higher grades of Deputy Superintendents

62153 **(VIII) Relations of the Service with the Indian Civil Service and other Services**—The relations with the Indian Civil Service and other services are considered good

62154 **(IX) Any other points within the Terms of Reference to the Royal Commission not covered by the preceding Heads**—(1) Existing vacancies in every grade of Deputy Superintendent of Police to be filled up as in Imperial Service

(2) House accommodation for Deputy Superintendents of Police to be provided at 10 per cent of salary with necessary furniture provided.

(3) Abolition of confidential reports

(4) Indians alone to be appointed Deputy Superintendents of Police

Moulvi MUHAMMAD SADIR called and examined

62155 (*Lord Ronaldshay*) The witness had been a deputy superintendent of police for six years He was originally a sub-deputy magistrate and was transferred to the police service The written statement represented the opinion of all the officers in his service both European and Indian

62156 The cadre of deputy superintendents was 11 and at present nine men had been appointed Four had been promoted from the ranks Twenty per cent of the total number was quite sufficient for the inspectors and sub inspectors The amalgamation of the cadre of Assam with that of Bengal would be beneficial as there were few prospects for men in Assam. If promotion was according to merit and seniority the Assam officers would obtain their fair share of the higher appointments He had not however consulted his brother officers on the point

62157 Thirty three per cent of the higher posts ought to be thrown open to the provincial service but if that was not feasible three posts should be listed and reserved If there should be an age limit at all for promotion it should be 50 At present there was no educational qualification but a man ought to be a graduate The qualification should be the same for the police service as for the provincial civil service The commissioner or the inspector general of police should be the selecting authority and when selecting they should be instructed to select men of good family

62158 (*Mr Chaubal*) He was a native of Assam and had failed for the B A.

62159 There were nine deputy superintendents on the list now two of whom were directly recruited and seven recruited from the ranks or from other services

62160 There might be special reasons for refusing to appoint Indians to the Imperial police service in provinces like the Punjab and the North West Frontier Province on account of special local conditions but there were no local conditions which made it necessary to exclude Indians from the other provinces Even in the planting districts there was no necessity for the appointment of Europeans He had served in the planting districts himself and had found no difficulty

The witness withdrew

W H TARLETON Esq Commissioner Rangoon Town Police Burma

Written Statement relating to the Police Department being the corporate views of the Officers of the Imperial Indian Police Burma

62161 **(I.) Methods of recruitment**—The Service is of opinion that the existing system of recruitment is satisfactory and does not advocate any change

62162 **(II) System of training and probation.**—(i) *Training*—The training as carried out at present is not considered to be satisfactory Little if any practical work is taught and an officer on passing out of the Provincial Police Training School is at once posted to a district as part of its regular sanctioned scale either as a Subdivisional police officer or Head quarters Assistant Owing to his having had no practical training he is more a source of embarrassment than anything else to his District Superintendent of Police for the first six months of his service It is strongly recommended that the existing period of 18 months passed under training at the Provincial Police Training School be split up into three periods and distributed as follows —

(*a*) *First period*—Nine months to be spent in the Provincial Police Training School the whole of which time should be devoted to the study of law police procedure languages theoretical work, drill, equitation, &c

(*b*) *Second period*—Six months to be spent under a selected District Superintendent of Police the whole of this period being devoted to practical work and training i e station routine investigation of cases handling of men. office routine &c During this second period of training a probationer should be an extra hand. so to speak and should not form part of the sanctioned scale of a district

(*c*) *Third period*—Three months to be spent at the Provincial Police Training School in preparation for the final examinations in law languages (Lower Standard Burmese and Colloquial Hindustani) and police procedure On completion of this third period, a probationer should be considered as duly qualified and should be posted to a district as part of its sanctioned scale

(ii) *Probation*—No increase of salary should be given until satisfactory completion of the third period of training has been attained when retrospective effect to the increment due under the incremental system of salaries recommended should be allowed

62163 **(III) Conditions of service**—(i) *Ranges*—The present division of the province into two ranges is not suitable as owing to the great extent of the ranges a very large proportion of the time of the two Deputy Inspectors General has perforce to be spent in idle and expensive travelling The division of the province into four ranges is most strongly advocated solely on the grounds of efficiency It is further most strongly urged that Deputy Inspectors General be entrusted with greater administrative powers and consequently with greater responsibility Under the existing system Deputy Inspectors General are merely peripatetic inspecting officers and it is felt that officers of their rank and relatively high pay should be employed on more responsible and important duties than the mere inspecting of police stations and District Superintendent of Police s offices

In paragraph 70 of the Police Commission Report it was recommended that Deputy Inspectors General should have full administrative control of their respective ranges and as this recommendation was not dissented to it is presumed that it was accepted by the Government of India So far as this province is concerned however this recommendation has been a dead letter

(ii) *Charge allowances*—On the principle that the pay and allowances of an officer should be commensurate with the work he is called upon to perform and the responsibility he has to shoulder charge allowances for the heavy districts are recommended Enormous differences as to the amount of work to the heavier and lighter districts exist in this province and the only punishment meted out to an officer no matter how senior who has either proved himself to be incompetent for the charge of a heavy district or a slacker has been to post him to the charge of a light district and conversely the only reward for a hardworking competent officer has been to post and keep him in charge of one of the heavier districts The irony of this procedure is further emphasised when it is remembered that both as regards climate and social amenities the great majority of these light districts is infinitely superior to the heavier ones and it is consequently felt that a premium has been placed on incompetence The Service is afraid that this procedure will be perpetuated for it recognises that for the sake of efficiency it is not desirable for an incompetent officer to be kept in charge of a district which he is unable to control It is just here however where the opportunity of both rewarding and punishing the competent and incompetent respectively comes in and the Service feels that both reward and punishment can best be meted out by instituting a system of charge allowances for the heavier districts The Service is anxious that the principle advocated above be recognised and would leave it to the several local governments to decide as to the listed districts and the allowances they should carry

(iii) *Transfers* —Officers are put to very considerable loss when transferred from one district to another and it often happens that the exigencies of the Service demand that a transfer may extend from one end of the province to the other Double first class fare when travelling by train and single first class fare *plus* the fares for two servants at the lowest rates when travelling by either ocean and river steamer is the only travelling allowance admissible under the present rules It is needless to point out that these allowances only cover but a small proportion of the expenses actually incurred by the officer on transfer and apart from the loss in actual travelling expenses a further great loss is incurred by an officer having to dispose of most of his property within the limited period of six days which is all that is allowed by the rules The existing travelling allowance rules of course press most heavily on married officers with families and a transfer is looked upon as being more disastrous than a fire The Service most strongly urges that an officer on transfer should be reimbursed the actual expenses incurred by him in conveying himself his wife children and baggage from his old to his new station and further that he should be allowed to charge for two servants and two horses The above suggested concessions can only be regarded as equitable as an officer should not be expected to lose heavily while performing a journey in the interests of Government

(iv) (a) *House accommodation* —The houses built by Government for District Superintendents of Police at the headquarters of districts and for which a rental of 7½ per cent of salary is charged are much inferior both as regards type and extent of accommodation to the houses built for officers of similar rank in the Public Works and Forest Departments As the officers of the two latter departments pay either the same or less rent the Police Department is unable to see on what grounds such differentiation in the house accommodation provided can be justified Quite apart however from the question of equity it is an undoubted fact that the inferior houses provided for the Police Department are adversely commented on by the people in the districts and such comments cannot but detract from the importance and status of the department Equity and policy both demand that this wrong be set right

(iv) (b) *House allowances* —An Assistant Superintendent of Police in charge of an out sub division is entitled under the rules in force to a free house or house allowance in lieu thereof but an Assistant Superintendent of Police in charge of headquarters sub division or holding the appointment of Headquarters Assistant does not receive either a free house or house allowance The principle on which this rule has been based is somewhat difficult to understand as the expenses of an officer at the headquarters of a district must necessarily be greater than those of an officer at an out station. The Service would urge that an Assistant Superintendent of Police at the head quarters of a district should also be given a free house or house allowance in lieu thereof

(v) *Medical attendance* —An officer himself is entitled to free medical attendance but not so his wife and children The Service would urge that the boon of free medical attendance be extended to the wives and children of officers as is done in the army

62 164 **(IV) Conditions of salary**—The Police is practically alone among all other Departments in having a graded system of pay whereas the Forest Public Works Telegraph Customs Finance &c Departments have all within recent years been granted the incremental system of pay which is the only equitable one and the fact of its universal adoption in every Service excepting that of the Police clearly indicates that the Secretary of State has recognised the necessity and equity of it The Service most strongly urges that the same incremental system of pay (with retrospective effect) which has been sanctioned already to practically every other department in the Public Service be extended to the Police Service also

The present scale of the gazetted officers of Police in Burma is as follows —

2 Deputy Inspectors General 1st grade Rs 1 800 per mensem
2 Deputy Inspectors General 2nd grade Rs 1 500 per mensem
2 District Superintendents 1st grade Rs 1 200 per mensem
7 District Superintendents 2nd grade Rs 1 000 per mensem
11 District Superintendents 3rd grade Rs 900 per mensem
11 District Superintendents 4th grade Rs 800 per mensem
13 District Superintendents 5th grade Rs 700 per mensem
16 Assistant Superintendents 1st grade Rs 500 per mensem
17 Assistant Superintendents 2nd grade Rs 400 per mensem
9 Assistant Superintendents 3rd grade Rs 300 per mensem

Under the incremental system of pay Officers in the Forest and Public Works Departments in the executive grade rise by increments from Rs 380 per mensem to Rs 1 250 per mensem in their twentieth year of service Under this system there may be any number of officers drawing the maximum pay whereas contrast this with the illiberal system of grading granted to the Police Service in which slowness of promotion is chronic

The Police Commission in paragraph 70 of their Report recommended that Deputy Inspectors General should be carefully selected from among the Superintendents of Police Their pay should run from Rs 1 500 to Rs 2 000 in three classes The three grades were to be paid as follows —

First Grade	Rs 2 000 per mensem
Second Grade	Rs 1 750 do
Third Grade	Rs 1 500 do

The Government of India however modified these proposals on the ground that the result of adopting it would be to create dissatisfaction with the present scale of remuneration in other Indian Services But within a short time of issuing this Resolution the Government of India granted Superintending Engineers of the Public Works Department the very terms which had been proposed for the Police by the Police Commission and Conservators of the Forest Department were subsequently granted even higher pay than was sanctioned for Deputy Inspectors General of Police by the Government of India on the grounds noted above The Police Service earnestly request that the Public Service Commission will adopt the reasonable recommendations of the Police Commission At present Deputy Inspectors General are in two grades on Rs 1 500 and Rs 1 800 per mensem respectively

Another point which the Police Service wish especially to bring to the notice of the Public Service Commission is the very illiberal treatment of the Police Service in the matter of the proportion of higher appointments as compared with the total strength of officers This is indicated below and contrasted with the proportion granted to the Forest and Public Works Departments —

—	Number of higher Appointment	Total Strength of Officers	Proportion of higher Appointments
Chief Engineers	2	—	—
Superintending Engineers	7	—	—
	9	92	1 in 10 2
Conservators	4	65	1 in 16 2
Deputy Inspectors General	*4*	*90*	*1 in 22 5*

The Service beg the Public Service Commission to grant to the Police the same proportion of higher appointments as is conceded to these other Departments there being no valid reason for any less equitable treatment If two extra ranges are created as advocated under paragraph III (i) of this memorandum, the proportion of higher appointments in the Police Service will become 1 in 15 3

When an officer in the Executive Grade of Superintendent of Police acts as a Deputy Inspector General of Police he does not draw the full pay of the grade of Deputy Inspector General in which he acts but only a proportion of it as laid down in Article 105 Civil Service Regulations whereas officers of the Public Works and Forest Departments draw the full pay (except in privilege leave vacancies in the case of the Public Works Department) under Articles 117 and 135 Civil Service Regulations The Service can see no reason for this anomaly and beg that equally liberal treatment may be extended to the Police Department

62 165 **(V) Conditions of leave** —The Service understands that the Government of India in conformance with the recommendations of the Decentralisation Commission are about to remove the existing restrictions on the combination of privilege with other kinds of leave and also the restrictions as to the periods of service that must be rendered between any two periods of leave other than privilege leave The Service has therefore only two recommendations to make and these are (i) that the proportion of officers allowed to be absent at any one time on leave other than privilege leave be increased and (ii) that this proportion be independent of the officers absent on leave on medical certificate

62 166 **(VI) Conditions of pension.** — (i) The Service makes the following representations and recommendations with regard to the questions of (*a*) the period of service required before a pension can be earned and (*b*) the scale of pension admissible It is a recognised principle that a scale of pension should be fixed with reference to the responsibility and arduousness of the employment and the Service submits that the duties performed by the Police have for many years been second to none in importance to the Administration as well as being of a most trying and exacting nature that has no counterpart in other Departments of the Public Service

The Indian Police Commission which sat in the years 1902–03 fully considered the question of the period of service that should be required before a pension could be earned and stated — It has been

> strongly recommended that the compulsory period of service for pension should be reduced The Commission consider that the period of 30 years is too long Government should have power to compel the retirement of any officer after 25 years of service and an officer should be entitled to retire after 25 years service on full pension if he desires to do so This is especially necessary in the higher ranks of the Service owing to the desirability of making the Service reasonably attractive and the necessity of having active men and getting rid of men who may not be fit for efficient service But in consideration of the very trying nature of Police work the Commission would be glad to see this rule applied to the whole Force

The Police Commission made this recommendation not only with the object of improving the prospects of the Service but they held the view that to make the Service *reasonably* attractive it was necessary that this course should be adopted. It will be seen from this that the Police Commission based their recommendations not only on a desire to do justice to the officers of a Service whose work they acknowledged to be of a trying nature but also upon broad considerations of public expediency It is plainly in the public interest that the way to retirement should be made easy for an officer who has become worn out in the Service and who on that account would leave it if the pension rules did not compel him to hold on during a period in which he is under the temptation to feel that he is working more for his pension than for Government The Police Commission have put the case so strongly on the ground of public expediency—the present conditions being manifestly inimical to the efficiency of the Service—that for that reason quite apart from considerations of equity, the Service strongly urges the immediate acceptance of the recommendations made now nearly ten years ago

The Public Services Commission will probably be astonished to learn that the maximum pension now admissible to a gazetted Police Officer viz Rs 5 000 per annum, was fixed in 1855 or no less than 57 years ago when the conditions of service and the cost of living were totally different from those that prevail to-day The Court of Directors when laying down this scale of pension in their despatch to the Government of India referred to the amount of the pension as 500*l* or Rs 5 000 per annum The exchange value of this same pension is to day only 437*l* 10*s* at the rate of 1*s* 9*d* per rupee at which pensions are payable in England by the Secretary of State so that whilst the cost of living has enormously increased both in India and England since 1855, this pension to day is worth 62*l* 10*s* less than when originally fixed The Service feels convinced that the Public Service Commission will see how necessary it is to completely revise the present rules relating to the grant of pensions to Police Officers which are now contained in Article 474 of the Civil Service Regulations the scale laid down there having been fixed as far back as 1888

Under Chapter XIX Article 474 Civil Service Regulations *a Police Officer cannot obtain any pension at all till he has completed 30 years service* whereas Officers of the Forest Public Works Telegraph, &c Departments can obtain a proportionate pension after 20 years service and a full pension after 25 years The Forest Department were given these more favourable terms in 1897 and the Public Works and Telegraph Departments in 1889 The following table will show the comparative position of the Police and other Services mentioned above —

Department	First Pension.	Full Pension.
Public Works	350*l* after 20 years	437*l* 10*s* after 25 years
Forest	do	do
Telegraph	do	do
Police	Nil	Nil.

That officers in the Police Service should be required to serve a minimum of 30 years before obtaining any pension is as unjust as it is impolitic

Through pressure of time the Conference is unable to collate the figures to illustrate the large number of casualties that have occurred in the Burma branch of the Police Service but that these have been very large and greatly in excess of the casualty list of any other department is an undoubted fact A Service of which the work is of the arduous and important nature that devolves on the Police and which exacts such a high percentage of casualties should be granted pension conditions commensurate with these factors and the

Service most strongly urges the Public Service Commission to grant to it pensions on the scale indicated below —

A Option to retire on a full pension of 600*l* a year after 25 years service

B Option to retire on a pension of 350*l* a year after 20 years service and thereafter on an increased pension of 50*l* a year for every completed year of service until the maximum of 600*l* a year is reached

C Retirement on medical certificate after 10 years service on a pension of 200*l* and thereafter an additional pension of 15*l* for each completed year of service up to 19 years service

D After three years approved service in the rank of Deputy Inspector General an additional pension of 100*l* per annum to that admissible in clause A.

E After three years approved service as Inspector General of Police an additional pension of 100*l* per annum to that admissible to Deputy Inspectors General in clause D

(ii) *Family Pension Fund* — The Service also strongly urges the foundation of a Family Pension Fund for the Police Service on the lines of either the Indian Civil Service or Indian Army Pension Funds

The Police Commission in paragraph 70 of its Report made a similar recommendation which was however dismissed by the Government of India with the remark that the Commission had evidently overlooked the fact that the Police Service had a Provident Fund of its own (*vide* paragraph 37 of Government of India Resolution No 248–259 dated the 21st March 1905)

The Service thinks that the recommendations of the Police Commission were worthy of more serious consideration than that bestowed upon it by the Government of India The Provident Fund is undoubtedly an excellent institution for enforcing compulsory saving and as a provision for an officer s family, *provided* the subscriber lives long enough But it is just here in this proviso that the utility of the Fund as a provision can be called in question As a provision the Provident Fund postulates a long life and a provision the certainty of which is based entirely on uncertainty is hardly worthy of the name In this connection it must not be forgotten that an officer s pension itself is nothing more nor less than an annuity on his life and cannot therefore be regarded in the light of a provision for his family

62 167 **(VII)—Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of services into Imperial and Provincial.**—At present only two appointments in the Imperial cadre are available for officers of the Provincial Police and since these two appointments have been thrown open they have been filled by Burmans The officers selected for such promotion need not necessarily be non Europeans as 19 out of the total number of 39 appointments in the cadre of the Provincial Police are held by Europeans and members of the domiciled community and it may happen that the merits of the officers and the exigencies of the Service will demand that the officers selected for promotion be non Burmans or non Indians

Without the slightest intention of making invidious comparisons the corporate opinion of the Police Service is that it is essentially the one Service in the Civil Administration of the country which demands an entirely European element in its officering The rank and file of the police in Burma consist of Burmans and Indians and it is essential that the officer responsible for the maintenance of discipline in the force should be racially able to hold the scales of justice even between the two races Apart from the discipline of the force itself the preservation of law and order in the country demands that the officer responsible shall be above all the racial and caste prejudices prevailing in the country It is not possible to get away from the facts that the Burman does not look up to and respect the native of India and the natives of India especially those of the fighting races will not in the time of trouble pay heed to the authority and personality of a Burman District Superintendent of Police None of these factors come into play where the European is concerned for by very virtue of his race he is looked up to and respected by both Burmans and Indians This aspect of the question is thoroughly recognised by the Local Government as it is a significant fact that the two non Europeans selected for promotion to the Imperial cadre though officers of long service and much experience have been kept in charge of the two lightest and least important districts in the province The time and the people are not yet ripe for any change in the existing system and for the present on the grounds of policy alone the Service strongly urges that no wider extension be introduced

62 168 **(VIII)—Relations of the Service with the Indian Civil Service and other Services**—The relations with the Indian Civil Service are not all they should be and in the opinion of the Police Service this want of cordiality is mainly due to the Indian Civil Service being considered by itself and the public as an infinitely superior service That the Indian Civil Service is the premier service and that it and the Police cannot be placed on the same footing are facts that are fully recognised by the latter Yet all such questions are relative and there appears no valid reason why the gulf between the two services should be so great The Police Service feels that the relations between the two services could be much improved by raising its official status and it is of opinion that this can best be done by giving its officers relative rank with the Army Royal Navy and Royal Indian Marine The table showing the relative rank of officers of these services was published with Home Department Notification No 1236 dated the 26th May 1911 and the Police Service desires inclusion in this table The importance of the Police Service cannot be overstated as it is no exaggeration to say that without Police the civil administration of a country is not possible It is the Army and the Navy that in the first instance render government possible and it is then the province of the police to ensure and guarantee civil administration

The relation of the Police Service with all other services are satisfactory

62 169 *In conclusion* the Police Service points out that they have not put before the Public Service Commission any extravagant demands being convinced that the justice of their case renders any exaggeration unnecessary The Service has attempted merely to set clearly before the Commission the nature of the long standing grievances which require immediate remedy as well as the justice of its claims In the main it has asked for nothing more than (1) the grant of a pension which is on a scale little higher than that considered necessary 57 years ago (2) for a system of incremental pay which has already been granted to practically every other department of any importance in the public service and which has alone been denied to the police (3) for the grant of more favourable acting allowances to certain grades of officers which have already been conceded to other services and (4) more equitable travelling house and other allowances These surely are not wild and extravagant demands and amount to no more than a bare modicum of what is rightly due to a service whose tireless energy and loyalty have been invaluable to the Government of India in recent years even though their services in this respect have received but scant recognition

Mr W H TARLETON called and examined

62 170 (*Lord Ronaldshay*) Witness was commissioner of police of Rangoon and ranked as a deputy inspector general He had been in the police force for the last 31 years and had filled nearly every rank from officiating inspector upwards The written statement put in represented the unanimous opinion of all the

officers who met in committee and a copy of it was sent to each gazetted officer for approval No criticisms were received from them about it

62 171 The present system of recruitment gave a good personnel and was satisfactory The best age limits for recruitment were from 19 to 21

62 172 The probationary period should be spent in India At present men came out of the training school after 18 months with no practical experience and were posted to districts either as headquarter assistants or sub divisional officers and were of no use to the superintendent They were however regarded as working units If the recommendations in the written statement were carried out the system of probation in India would be entirely satisfactory There was no need for a young officer to spend a certain time in England for study in the London police courts

62 173 The present rule which prevented an Indian going up for the examination in London should be retained There was a large force of military police in nearly every district of Burma At the present time a Burman could not deal satisfactorily with the natives of India in Burma who were all Sikhs Punjabis or Gurkhas

62 174 There had been two men in charge of districts promoted from the provincial service one a Burman and the other a member of the domiciled community They had been holding charge of the two least important districts and were on trial One had since been transferred to a more important district The five per cent rule worked out for superintendents at two for Burma and the orders of the Local Government were that only two were to be given at present He would keep to this for the present

62 175 Europeans had been appointed in Burma but they were not members of the domiciled community On receiving nominations the sons of deserving Anglo Indians should be allowed to appear for the competitive examination in London There would be no objection to Government retaining the power of nominating such a man direct to the superior service

62 176 There was a large force of military police in Burma officered by military men The inspector general was a military man and also one of the deputy inspectors general Each district had its military police In Upper Burma the military police were under the orders of the battalion commandant but in Lower Burma which contained the most important districts they were under the orders of the superintendent of police who was responsible for their discipline and conduct

62 177 There was one inspector general for the whole of Burma and Government appeared to consider that he should be a man from the army The present officer was drawn from the Burma Commission There was a general feeling that the post ought to be held by a man in the force and he had been asked to press that point No difficulties would arise from the fact that there was a large number of military police because the deputy inspector general of police was a military officer of long experience, who would act as adviser to the inspector general

62 178 Promotion had improved somewhat since the reorganisation but there was still a block He had been in one grade as superintendent of police for nearly nine years He was in favour of a time scale which would avoid the inequalities which seemed inevitable under a graded system of pay There should be only one time scale for assistants and superintendents and this should run automatically from bottom to top Under such a scheme an assistant would certainly be paid at the same rates as a superintendent but this was a minor evil and senior assistants had responsible work

62 179 The Burma allowance was not given to the police and this should be rectified The Royal Commission had doubtless received Sir Harvey Adamson s views on the subject * and his brother officers accepted those as applicable to their case

62 180 The 55 year rule for retirement should be enforced unless there was a particularly good man whom it was desirable to keep in the service

62 181 The request for a reduced number of years service for full pension was made on account of the arduous and responsible nature of the work If officers of the Public Works and Telegraph Department could retire after 25 years service the same privilege should be enjoyed by the police who had an infinitely harder time of it Forest officers also had very hard work but they were supplied with elephants and could carry their kit with them and make themselves comfortable Similarly the Public Works Department men had their rest houses But the police were compelled to go out at a moment s notice and could make no such arrangements Ostensibly the district magistrate was in charge of the district but if anything went wrong outside revenue matters it was the superintendent of police who had to shoulder the burden His brother officers however allowed that others services were recruited at a later age than the police and if it came to a choice between the present pension after 25 years service or a larger pension after 30 years service personally he would rather have the latter But he could not speak for the younger officers Casualties in the Police Department in Burma was very high

62 182 The family pension fund should be subsidised by Government more or less as pension funds were subsidised by municipalities and port trusts The provident fund was all very well in its way but if a young assistant superintendent married after two or three years service and then died there would be very little for his widow and children Some provision should also be made for the families of officers who died after retirement The widow of an army man received a pension to which her husband had to contribute

62 183 The police cadre in Burma was not sufficient and more deputy inspectors general were required Burma was at present divided into two ranges eastern and western He had held charge of both at different times and had found them so large and unwieldly and with such bad communications that it took him all his time just to inspect the headquarters of the districts and a sub division or two He had never had time to get into the interior and to look into the working of crime

62 184 There had been no direct appointments to the provincial service so far and personally he did not think that any were needed as there were a good many desirable men coming on amongst the inspectors who would prove fit for promotion Bringing in outsiders would cause ill feeling

62 185 There should be a time scale for deputy superintendents

62 186 Promotion to superintendentships had been made by selection Two Burmans had been chosen They were promoted over the heads of the members of the domiciled community One was an Arakanese and it was thought that he would stand the climate of that part better His promotion had not caused discontent but the contrary might have been the case had he been sent to a place with greater amenities

62 187 (*Sir Murray Hammick*) The work in the different districts of Burma varied greatly Most of the unimportant districts were in Upper Burma There were enough superintendents for all districts but there were no districts with two superintendents and the present cadre would not allow it One man with a proper staff could deal with the work For the important districts men were specially selected

62 188 He advocated a charge allowance for the heavy districts because now the incompetent men obtained the easier and the hard working men the harder districts No local allowance was given in any district in Burma

62 189 He had not heard of any discontent because more Burmans did not get into the higher grades of the police

62 190 The pay of the deputy superintendents was not sufficient to attract the best class of men into the service and their pay ought to be considerably increased They should be put on the same pay and allowances as officers of the provincial civil service

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* *Vide* pages 163 7 of Volume IV (Burma)

62 191 Officers did not take much furlough because they could not afford to do so He should like to see the intervals between periods of furlough shortened if the pay was raised During the whole of his time he had only taken 13 months furlough on two occasions and privilege leave on three occasions once combined with three and once with ten months furlough In Burma three and a half months privilege leave was allowed but if it could be increased it would be a great convenience to men going to England from Burma A man should be encouraged to take short privilege leave as frequently as possible rather than wait and take long leave

62 192 The charge for uniform was a heavy burden as the climate destroyed the uniform very quickly It was very seldom that the men in the districts were called upon to wear their full dress uniform but it became ruined through the damp The uniform of an assistant superintendent cost from 80*l* to 90*l* The deputy superintendent also had to get a full dress uniform which cost nearly the same No advances were made towards uniform and he recommended strongly that they should be

62 193 The relation of the superintendent of police with the district magistrate was satisfactory on the whole The officers were of opinion that their status should be raised and that they should be put higher in the order of precedence

62 194 He would prefer a provident fund to compulsory insurance because a man might raise money on his policy For withdrawing money from the provident fund officers had to receive the sanction of the inspector general and when money was drawn for sickness or for sending children to England the officer had still to keep up his monthly subscriptions and pay back what he had had on loan He himself was insured and had to sign a certificate every year that the policy was still in his name

62 195 (*Sir Theodore Morison*) He would like to see the payments made to the provident fund converted into a life assurance premium with the condition that it could be withdrawn at the age of 55

62 196 In the training school the teaching consisted of drill law and the police manual When he was superintendent of the Mandalay district he used to take the men out occasionally but he did not know whether that had been continued The staff of the training school belonged to the police force and there were Burmese and Hindustani munshis Law was taught by a police officer who set test papers twice a month

62 197 It would be hard to lay down any hard and fast rules with regard to allowances on transfer Every time he had been transferred he had lost heavily on one occasion nearly Rs 500 In most of the districts there was no furniture available and no shops in which to buy it It had to be made specially at the jail

62 198 In the military police under the revised rules subalterns were allowed to stay for four years They were not allowed to take command of a battalion till they had been back to military employ for three years Then battalions were offered to them as they became vacant Under the old rules they joined for two years which could be extended up to seven years or more It was from such men that the deputy inspector general of military police was chosen but he had no experience of civil police work The present deputy inspector general of police had been in the military police for 10 or 10 years and there was a chance that he might step into the inspector generalship later on

62 199 (*Mr Gadsden*) There were several houses in Burma which were unsuitable for superintendents Some of the houses were built by officers in the early days when they were bachelors and had been taken over by Government and added to Irrespective of type or accommodation officers were charged 7½ per cent all round for such houses In other districts Government had built suitable houses and the same rent was charged, namely 7½ per cent If there was a Government house the officer had to live in it or pay the rent

62 200 The witness drew attention to the difference between the grade pay of the Police Department and the incremental pay of the Forest and Public Works Departments Officers joined these departments on Rs 380 and rose in eight years by annual increments of Rs 40 to Rs 660 In the Public Works Department they were next appointed Executive Engineers on Rs 700 From Rs 700 the pay rose by annual increments of Rs 50 to Rs 1 250 in 11 years In the Public Works and Forests Departments it took 20 years to reach the maximum pay of Rs 1 250 As compared with these rates the officers of the Police Department were losing as follows —

2 first grade superintendents on Rs 1 200 were
 losing Rs 50 per mensem each
7 second grade superintendents on Rs 1 000 were
 losing Rs 250 per mensem each
11 third grade superintendents on Rs 900 were
 losing Rs 350 per mensem each
Of 15 fourth grade superintendents on Rs 800—
 14 were losing Rs 450 each
 1 was losing Rs 400 per mensem
Of 13 fifth grade superintendents on Rs 700—
 1 was losing Rs 500 per mensen
 2 were losing Rs 300 per mensem each
 2 were losing Rs 200 per mensem each
 4 were losing Rs 100 per mensem each
 3 were losing Rs 50 per mensem each
Of 16 first grade assistant superintendents—
 5 were losing Rs 160 per mensem each
 6 were losing Rs 120 per mensem each
 5 were losing Rs 80 per mensem each
Of 17 second grade assistant superintendents—
 1 was losing Rs 180 per mensem
 5 were losing Rs 140 per mensem each
 5 were losing Rs 100 per mensem each,
 5 were losing Rs 60 per mensem each
 1 was losing Rs 70 per mensem
Of 9 third grade assistant superintendents—
 4 were losing Rs 120 per mensem each
 3 were losing Rs 80 per mensem each *

62 201 A number of officers would convert furlough on half pay into a lesser amount of leave on full pay if this were allowed

62 202 Owing to the great block in Burma Government at one time granted pensions to certain officers after from 17 to 24 years service Thirty nine took their pensions and he could only call to mind one who had been able to secure employment since in England If the others had obtained employment he thought he would have heard of it but he could not definitely assert that they had not He knew all the officers intimately and they were comparatively young men He had no figures to show the number of police officers who had retired on pension but the number still living was very small If the pension asked for was not granted the Royal Commission might consider whether the police service could not be treated like officers of the Indian Army who started with reduced pensions at 18 and full pensions at 32 years service †

62 203 (*Mr Hill*) He would leave the question of listed appointments for deputy superintendents to the discretion of the administration If a particularly good man was discovered he should be promoted It was generally accepted that the proportion should be 5 per cent and he did not recommend that that number should be increased

62 204 He was aware that a promoted deputy superintendent received less pay than an Imperial man and was of opinion that once a man reached a superintendentship he should enjoy the full pay It was impossible to lay down any hard and fast rule but if a man was fit to take charge of a range he would no doubt get it whatever his nationality The families of officers should receive free medical attendance

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* [*Note* —This statement refers only to substantive pay of grades Officiating allowances have not been taken into consideration]

† The witness also put in a further note stating his reasons in favour of an increase of pension (*see* paragraph 62 20[illegible])

The witness withdrew

62 205 *Further Note put in by Mr Tarleton stating his reasons in favour of an increase of pension*—The Court of Directors fixed the pensions in the year 1855 no less than 58 years ago and in their despatch to the Government of India referred to the amount of the pension as 500*l* or Rs 5 000 per annum The framers of the pension rules could not possibly have anticipated that the exchange value of the rupee would depreciate to the extent that it has and it was undoubtedly their intention that an officer returning in England should receive not less than 500*l* Owing to the exchange value of the rupee for pension purposes being fixed at 1*s* 9*d* an officer now instead of receiving 500*l* only received 437*l* 10*s* or 62*l* 10*s* less than they were originally entitled to receive

Pensions are calculated at half the average emoluments an officer has been drawing during the last three years of his service The following is the old grading —

	Rs
First grade district superintendent of police	900
Second	800
Third	700

If it is presumed that an officer after 30 years service has served in the first and second grade during the last three years of his service he would earn—

	Rs
(1) Three years on Rs 900	5 400
(2) Two years on Rs 900 One year on Rs 800	5 196
(3) One year on Rs 900 Two years on Rs 800	4 992

After the reorganisation the pay of the grades of district superintendents of police was raised as below —

	Rs
First grade district superintendent of police	1 200
Second	1 000
Third	900

If the pension a district superintendent of police can earn on this basis is calculated as above the result is—

	Rs
(1) Three years on Rs 1 200 -	7 200
(2) Two years on Rs 1 000 One year on Rs 1 200	6 792
(3) One year on Rs 1 200 Two years on Rs 1 000	6 396

The above is a fair method of calculating the pension a district superintendent of police can earn as the Government of India have laid it down that an officer should in the ordinary course of promotion become a first grade district superintendent of police at 26 years service

With the maximum limit of Rs 5 000 which was fixed on the old scale of pay the officer if he served his last three years in the first grade only lost Rs 400 a year and the average amount he could earn was only Rs 196 over the maximum limit of Rs 5 000

On the present scale of pay an officer can earn Rs 2 200 more than the maximum limit of Rs 5 000 and the average amount he can earn is Rs 1 796 more than the limit The pay was raised on the ground of the increase of the cost of living both in India and England and as the pension is calculated on half the average emoluments drawn by an officer during the last three years of his service it is only logical that the maximum limit should be raised proportionately viz to something approaching the average amount an officer can earn which is Rs 6 796

To retain the maximum limit of Rs 5 000 which was based on the old rate or pay is obviously unfair

The Board of Trade in a recent Blue Book issued have come to the conclusion that the incidence of living in England has increased by 25 per cent within the last 10 years This increase has mainly taken place in the two great necessities of life viz, food and clothing

In India moreover by the universal raising of the pay of all departments the Government have acknowledged that there has similarly been a great increase in the cost of living

In the face of these increases in both countries it appears illogical and unfair to pay officers the same pensions as were considered sufficient so long ago as 58 years

J A VARDON Esq Deputy Superintendent of Police Burma

Written Statement relating to the Police Department being the Corporate views of Deputy Superintendents of Police at Rangoon

62 206 **(I) Methods of recruitment** — The principle laid down in paragraph 66 of the recommendations of the Report of the Indian Police Commission and accepted by the Government of India in paragraph 33 of Home Department Resolution Nos 248–259 dated the 21st March 1905 that one half of the vacancies among Deputy Superintendents should be filled up by careful selection from among qualified Inspectors and the other one half by men who have qualified for the Provincial Service in the Revenue Judicial or Police department and by men already employed in the Provincial Service in any of these departments would in effect mean that the Provincial Service will be composed mainly for the one part of young men introduced into the service by direct appointment and by officers transferred from other Provincial Services and for the other part of Inspectors promoted to the Rank of Deputy Superintendent who would be men of mature age on the verge of retirement

The introduction of this proportion *en bloc* on the formation of the rank of Deputy Superintendent may not be considered an hardship on Inspectors as a number of such officers would receive promotion at the time but the continuation of the proportion in filling vacant appointments after formation of the rank of Deputy Superintendent would practically lead to the average annual number of vacancies in the rank of Deputy Superintendent shrinking to such an extent that there would be in the near future little or no prospect of a deserving Inspector looking forward to promotion to the gazetted rank as casualties will be mainly in the direction of retirements and such casualties would *ipso facto* lean considerably on the side of the men of more mature age *i e*, the promoted Inspectors

The imposition of the restriction in the legitimate prospects of Inspectors who at present number 198 and whose numbers are steadily increasing against a cadre of 39 in the rank of Deputy Superintendents and their consequent dissatisfaction cannot but affect the working of the department to some extent as they are more in touch with the people than the officers of higher rank in the service Likely Candidates would not volunteer for service in the subordinate police force if they found their prospects so vague and so unalluring with the result that the efficiency of this branch of the service would be impaired and the Provincial Police Service would indirectly suffer as its recruitment is dependent in some measure on this branch of the service

In practice however the conditions of the recruitment of Deputy Superintendents as laid down in the recommendations of the Indian Police Commission have not yet been followed in Burma but so long as these conditions are not altogether removed or altered it is in the discretion of Government to enforce them at any time to the great detriment of officers already in the Force

It is no doubt sound policy to obtain young men with high qualifications to join the Provincial Police Service by direct appointment but as explained above the cadre of Deputy Superintendents is so small as compared with the number of Inspectors sanctioned for the Province that it cannot be adopted at present without much hardship and discontent If the cadre of Deputy Superintendents could be appreciably increased—say to double its present strength—it would be feasible to follow the conditions laid down for the recruiting of the Provincial Police Force as there would be about 40 appointments reserved for deserving officers in the police force

Taking all matters into consideration the cadre could most satisfactorily be increased by manning the Public Prosecuting Staff of the Province by Deputy Superintendents of Police There are about 40 such appointments and they are held with a few exceptions by the Advocate class of the legal profession. The suggestion if examined will not be found to mean the introduction of any new principles of the working of the police but will merely be the expansion and evolution of the present police prosecuting staff a system under which at present Prosecuting Inspectors and Sub Inspectors virtually conduct the prosecution of cases in the Lower Courts with satisfactory results

62 207 **(II) System of training and probation.**—In paragraph 66 of the recommendations of the Indian Police Commission it is laid down that if any officer who has had no police experience is appointed to the Deputy Superintendent class he must pass through a course in the Provincial Training School

Preliminary training is very necessary for such officers but as the duty of a Deputy Superintendent of Police is to relieve the District Superintendent of Police of the routine of office work and to assist him in the discharge of his duties of control and supervision the training to be more beneficial should be carried out at the headquarters of districts and under selected District Superintendents This training will fit the officer to take up immediately his course is over his duties as a Headquarters Assistant If trained at the Provincial Training School the officer will require a further period of practical training at the headquarters of districts and this could not be possible as no reserve of officers exist in the rank of Deputy Superintendent to post extra officers to districts for that purpose

The courses of instruction should be left entirely to the discretion of District Superintendents who should submit a periodical report to the Deputy Inspector General detailing the nature of instruction imparted and the progress made by the probationer While going through this training every opportunity should be afforded to the officer to prosecute police cases and to watch criminal trials

Probationary Deputy Superintendents should remain on probation for two years after completion of their course of training They may be confirmed after that period provided they have passed all their compulsory departmental examinations

Twelve months should be considered as sufficient period of training whether undertaken at headquarters of districts or at the Police Training School

If however it is considered necessary that probationers of the Provincial Police Service should undergo a regular course of training in the Provincial Police Training School then they should be admitted there on the same footing as the Probationary Assistant Superintendents of Police *i e* they should live at the Police Mess and not be taken as boarders by one of the Instructors as laid down in the local department school rules It must be remembered that possibly not more than one probationary officer will be appointed a year and being a man of education and social status he will feel his position very keenly if debarred from joining the Police Mess

62 208 **(III) Conditions of service**—Under the recommendations of the Indian Police Commission as contained in paragraph 66 of their report it is laid down that the additional number of assistants required should be supplied by a class of Deputy Superintendents in a Provincial Service who should have the same departmental status as Assistants These recommendations were accepted by the Government of India in paragraph 33 of their Home Department Resolution Nos 248-259 dated the 21st March 1905 Assistant Superintendents of Police have however been classed as first class officers for purposes of travelling allowance whereas the Deputy Superintendents have for the same purpose been classed as second class officers It is understood that this classification of Deputy Superintendents as second class officers has been made because officers in the other Provincial Services drawing Rs 500 and under (excepting the Excise Department) are also so classified, but it is urged in this connection that a wrong does not become right because of its repetition or scope of operation and for the sake of maintaining good discipline this matter should be rectified. The Provincial Excise Service which is closely allied to the Provincial Police Service has however been classified as a first class service and as such admitted to the privileges of first class officers as regards travelling allowance whereas the Provincial Police Service from which the Excise Department at its formation was principally recruited remains a second class service It is considered most detrimental to discipline that Deputy Superintendents of Police should have to travel in the same class of accommodation as their Inspectors Sub Inspectors Jamadars and Clerks in journeys by rail way and steamer

Again officers of the Provincial Police Service are great sufferers in the matter of house accommodation or house rent in lieu of it when posted to a charge at the headquarters of a district This operates very harshly on the officers for the reason that living is dearer in headquarters than in out stations It may appear preposterous at first sight to grant to the Provincial Police Service house rent denied to its sister services in the same circumstances but a consideration of facts will show that the Provincial Police Service is not so highly remunerated for their work as its sister services do not get any allowances as they do and added to this the officers of this service have to keep up several kinds of very expensive uniform to wear on different occasions and also have to keep costly accoutrements and horse furniture These are not only expensive but do not last very long either in a hot climate where they crack or in a moist and damp place like Lower Burma where they soon lose colour It will be seen therefore that the officers of other Provincial Services are not obliged to go to any such expense and they do not therefore feel the need of a free dwelling house so keenly as do the officers of the Provincial Police Service

Government has made provision in regard to a certain number of departments such as the Provincial Forest Service and Subordinate Public Works Department Service with a view to compensate the officers serving in them for dearness of living and this concession is given in the shape of an allowance but although serving in the same Province and being affected with equal force as the officers in the other Provincial Services the officers of the Provincial Police Service have not been included within the scope of this concession

Service in Rangoon Town where the expenses of living are exceptionally high is also attended with very serious financial hardship to members of the Provincial Police Service Among other things house rent in Rangoon is very high and it is the usual thing to have to pay approximately one fifth and sometimes something more of one s income to meet this expenditure The Government represented this hardship and the Secretary of State for India sanctioned the grant of rent allowances to officers of the Imperial Services and to the officers of the Provincial Service of the Public Works and Telegraph Department (This sanction was conveyed to the Government of Burma in letter No 5435 Ex dated Simla the 18th October 1910 from the Deputy Secretary to the Government of India in the Finance Department)

The position of the Provincial Police Service officers serving in Rangoon Town though being excluded from this scheme can only be properly understood when it is remembered that the Imperial Police officers of all grades are allowed the benefit of it and all ranks and grades of the Subordinate Police Service are under orders of Government granted free dwelling accommodation

Thus it turns out that the only men in the Police Department who have not benefited in these schemes are the Provincial Police officers whose hard lot is very much accentuated because they are not in receipt of any allowance as some of the other Provincial Services are to compensate them for dearness of living in Burma

There are two listed appointments in this Province to which selected members of the Provincial Police Service may be promoted. At the present time both these appointments are held by Burmans in spite of the fact that the Provincial Police Service is shared equally between Anglo Indians and Burmans as in the other Provincial Services and in which the listed appointments open to them are filled by Anglo Indians and Burmans equally

It would tend to make the Provincial Police Service more efficient if the prospects of this service could be improved by increasing these appointments to 10 or 25 per cent of the superior police appointments and laying down a hard and fast rule that these appointments shall be shared equally among the Burmans and Anglo Indians and that the word selected shall mean a selection of the officers in order of seniority most fitted to hold the appointment

The officers selected to fill the listed appointments at present have to take their turn of promotion along with the young District Superintendents This operates somewhat harshly on the prospects of officers who have risen from the Subordinate Police Service who will not stand a chance of getting much if any promotion after the present old officers have retired It is therefore urged that these officers should have the benefit of the time scale of incremental pay It is also recommended that once an officer has been selected for the rank of District Superintendent of Police his pay should be the same as that of a District Superintendent of Police of the Imperial Service

Burma is admittedly a very much more expensive country to live in than India The Government of Burma have repeatedly laid down this proposition and it has been confirmed by the Commission that inquired into the question of Burma Allowance about two and a half years ago yet the pay of the Provincial Police throughout India has been fixed at a uniform level and consequently the officers serving in Burma are placed at a great disadvantage It is recommended that this inequality be remedied either by the grant of an allowance (on similar lines to that granted to the Provincial Forest and Subordinate Public Works Departments) or that the pay of the several grades of Deputy Superintendents in Burma be fixed on a higher scale

62 209 **(IV) Conditions of salary**—The pay of probationers of this service while they are in the Provincial Training School is fixed at Rs 150 per mensem the amount is considered too low as the officers are required to provide themselves with costly uniform The pay should be raised to Rs 200 per mensem

In regard to the pay of the executive of this service it should range from Rs 300 to Rs 800 and as the cadre at present is very small promotion by grade means no promotion at all for several years at a time and the system is also liable to operate very harshly on officers who have younger men than them in the higher grades When such a block occurs the men below who are older than those in the higher grades are brought to a stand as regards promotion and are compelled to retire on pension very much to their disadvantage It is recommended that promotion by time scale giving incremental increases to the pay as in force in the Provincial Services of the Forests Telegraph and Public Works Departments be adopted These increases to be so fixed that officers who have been promoted to this service from the Inspector grades shall get the maximum pay in ten years and those who have joined by direct appointment shall reach the maximum within the full pensionable period the annual increments in their case being on a reduced scale

It might be urged that the Assistant Superintendents in the Imperial Service only draw pay ranging from Rs 300 to Rs 500 and therefore the Deputy Superintendents should not receive more pay than is allowed to officers of that class in the Imperial Service but it is represented that the two though the same class in the two services are however directly the antithesis of each other and are unlike each other as anything could be For instance while the Assistant Superintendent class of officer is young inexperienced just starting on a career of service and on the road to further advancement free from family cares through having no one depending on him for support and consequently better able to pay his way the Deputy Superintendent class of officer is well on in years within a few years of closing his service is a man of ripe experience and a master of his profession but with the disadvantages that practically he has no further prospects of advancement Being usually burdened with a number of dependents and many calls on his pay he is placed in a very hard position to live up to his status in the service and amongst the members of the sister services who having better pay and allowances are better able to pay their way

Under the circumstances stated although both belong to the same class in the two services yet it will be admitted that there is distinction with a difference in respect to conditions of salary and value of services It is therefore earnestly hoped that Government will recognise good work and not remunerate it at the same rate as for work performed by inexperienced workmen but show its appreciation of it by appraising it at its proper value

In no other department is the pay of the Provincial Service made to fit in with the pay allowed to probationers of the higher service and it is submitted that tying the Police down to this inequitable arrangement is a very severe hardship to the men and cannot be said to be in conformity with natural justice

In the case of a Deputy Superintendent in the 4th grade on Rs 250 he is decidedly under a very serious disadvantage in that he has to pay house rent when posted to the headquarters of a district as Head Quarters Assistant In such a case an Inspector of Police in the first grade on Rs 250 is better off than him as though on the same pay the latter is provided with free dwelling accommodation This hardship is felt all the more acutely as the Deputy Superintendent belongs to a higher service has to do more responsible work and yet in actual fact is worse off financially than his Inspector

62 210 **(V) Conditions of leave** —At present the Provincial Police Service are allowed two years furlough one after 10 years service and the other after 8 years Taking into consideration that the work is very arduous and has to be carried out at all times of the day and night and at all seasons of the year with no opportunity whatever of enjoying the holidays which are granted to other services the Police having more work on such occasions than at other times because of the extra calls of duty to safeguard the peace and to care for the safety of holiday makers it is recommended that the police officers be granted leave on a more generous and liberal scale than the now one in force and it is suggested that one year s furlough be granted after 6 years service and 2 months privilege leave every year In no other service is the work of an officer so rigorous as that of the Police where fatigue hardship and exposure are the common not Of the 5 years furlough it is recommended that 3 years should count towards pension

62 211 **(VI) Conditions of pension.**—The Provincial Police Service equally with the other Provincial Services are affected by the rule fixing the maximum pension at Rs 5 000 a year Thus officers of the Provincial Police Service holding listed appointments carrying pay of over Rs 800 a month can draw no more than Rs 416 10 8 though on retirement their full pay (if the representations submitted under heading 3 of this Memorandum are accepted) may have been Rs 1 200 a month It is therefore urged that the rule granting the maximum of Rs 6 000 a year be made applicable to the Provincial Police Service also

At present officers in superior service count as service a period of leave in India not exceeding 2 years if the total service of the officer is not less than 30 years Thus the officer has to serve for 28 years before being able to retire from the service on superannuation pension It is recommended that the period of qualifying service for full pension be 25 years service for superannuation pension and 20 years for invalid pension and that in both cases leave in India for a period of 3 years may count as service

62 212 **(VII) Such limitations as may exist in the employment of non Europeans, and the working of the existing system of division of services into Imperial and Provincial**—No limitations exist in the employment of non Europeans but on the other hand the Burman sometimes receives preferential treatment as in the case of incumbents of the two listed appointments

In regard to the working of the existing system of division of services into Imperial and Provincial no remarks are called for as the system works satisfactorily

62 213 **(VIII) Relations of the service with the Indian Civil Service and other services**—The relationship between the Provincial Police Service and the Indian Civil Service and other services is all that is desired and is most cordial

62 214 **(IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads**—In the matter of confidential reports some relief has been afforded by the orders of Government directing that a copy of the unfavourable comments passed on an officer by the Commissioner of the Division Deputy Inspector General of Police or the Inspector General of Police should be forwarded to him to enable him to offer any explanation he may wish to make But this arrangement does not remove the disability under which an officer unfavourably commented on by officers other than the Commissioner Deputy Inspector General of Police and Inspector General of Police is placed when he is transferred and comes under a new District Superintendent of Police and Deputy Commissioner The adverse criticisms may sometimes be the result of personal feeling and may seriously prejudice the officer commented on in the opinion of the new officers under whom he is placed and of the existence of which he is in perfect ignorance and he thus has to perform his duties under an unjust suspicion which obviously is most unfair to him and affects his advancement in the service

Whatever might be said in theory of the principle of confidential reports in practice they injure the reputation and career of an officer because human nature is not without imperfections and considering that mistakes are often made in open judicial trials by magistrates and judges of great experience even when assisted by men of sound judgment and legal learning and the judge is not prejudiced in any way on the one side or on the other how much more liable to mistake and error would a one sided report be which is perhaps based on hearsay or on experience not verified

So long as human nature is what it is the system of confidential reports will continue to be worked in a manner different sometimes from what is intended in theory Its disadvantages far outweigh any advantages which might be put forward in its favour

The solution of the difficulty would lie in the abolition of annual confidential reports on officers These reports do not really serve any useful purpose and may possibly do harm As unfavourable comments on an officer are usually of a general nature it is considered far preferable to take action against an officer as soon as his conduct is called in question no matter how trifling the case may be than to wait until the close of the year and denounce him in general terms

62 215 *The three following requests were subsequently made by the witness in continuation of the above written statement* —

(i) That officers of the Provincial Police Service may be placed on the same footing as the officers in the Imperial Police and certain other Services in the matter of obtaining officiating grade promotion in leave vacancies At present they are debarred from obtaining such promotion under Article 95 of the Burma Supplement to the Civil Service Regulations although leave vacancies in the Provincial Service at any one time would not be many whilst the promotions although temporary thrown open would not only help officers pecuniarily but keep their minds from stagnating and become depressed when they have been working for years in the same grade and pay The benefits that will be derived from this concession will be out of all promotion to any additional expense that may be involved

(ii) That one half of the appointments of the rank of Deputy Inspector General and Assistant Inspector General be reserved for officers of the Provincial Police Service

(iii) That an officer who has been sent to trial be not dealt with departmentally for the same offence after acquittal or discharge even if the acquittal be on technical grounds only

Mr J A VARDON called and examined

62 216 (*Lord Ronaldshay*) Witness was a deputy superintendent of police first grade He was promoted to the rank of assistant superintendent in the B list in 1895 Under the reorganisation scheme he was called a deputy superintendent but he was practically in the same position as he was before

62 217 The written statement was drawn up by a committee and copies were sent round to all the officers in the province and they had agreed to it and also to the additional items that had been put in

62 218 Half the appointments of deputy superindent were filled by the domiciled community and Anglo Indians and the other half by Indians and Burmans but there was only one Indian an officer who had had a long and meritorious service in the criminal investigation department In Burma appointments to deputy superintendentships have been made only by promotion and that system should continue until the cadre of the deputy superintendents was increased When that was done he should not object to see a certain number of appointments made direct except that if they were made from men in the position of bench clerks and township magistrates great heart burning would be created If however a few highly educated men who had completed their education in England were brought in it would be a good thing for the service

62 219 The provincial service did the same work as the imperial service Deputy superintendents were put in charge both of sub divisions and of offices There were no complaints on that score Deputy superintendents were selected for the heavy sub divisional and head quarters assistant charges because of their ripe experience in police matters The young probationary assistant superintendent was more a hindrance than a help for the first few years of his service

62 220 He had been in the service since 1884 and would complete his 30 years service on the 1st of May 1914 and had only risen to the rank of first grade deputy superintendent There were only two listed posts and he was one of the officers passed over for them for no reason that he could see He had no prospect of advancing beyond his present position and he was verging on retirement It was in order to give the members of the service greater prospects that he advocated throwing open more superintendentships to them It was the opinion of all the officers that

natives of India should be recruited for superintendentships by means of promotion from the provincial service and by no other means

62 221 If the incremental system was granted there would be no necessity for a selection bar Government had means at its disposal to stop the increments of officers who were not doing good work and that formed a good check

62 222 Deputy superintendents of police should be regarded as first class officers for the purposes of travelling allowances They were called upon to exercise discipline over a fighting force and if they were compelled to occupy the same compartment in a railway carriage or cabin on a steamer as their jemadars they would have a very poor chance of maintaining their position

62 223 If police officers were entitled to one year s furlough after six years service and two months privilege leave every year, it would put them in a much more favourable position than in other Government service but their work was very severe The clerks in Government and mercantile offices had days of rest and holidays and favourable terms for long leave but policemen had no leave at all and holidays meant harder work for them If leave was granted they could not afford to take it They could not afford to take even privilege leave as leave to be an enjoyment involved change &c and all this meant extra cost especially to those who had to give up Government quarters or to break up homes for the time being If the allowances and pay were raised the force would be in a better position to enjoy leave than they were at present

62 224 A deputy superintendent on Rs 250 in the headquarters of a district was worse off than an inspector because the inspector obtained a free house and conveyance allowance and the deputy superintendent did not

62 225 (*Sir Theodore Morison*) In each district Government engaged a public prosecutor who was expected to prosecute all police cases in the lower courts and some of the cases in the higher courts These appointments could be satisfactorily filled by deputy superintendents It was done by one officer for years in one district (Hanthawaddy) with great satisfaction In the Bassein district deputy superintendents had acted as public prosecutors and the Government were satisfied with the work

62 226 (*Sir Murray Hammick*) Prosecuting inspectors only prosecuted before the special powers magistrates and the district magistrates The public prosecutor had the handling of the specially important cases and prosecuted before the lower court and before the sessions and that work could best be done by a deputy superintendent An inspector was not entitled to appear before the sessions court

62 227 (*Mr Hill*) The idea was to make deputy superintendents public prosecutors in order to increase the cadre of the deputy superintendents and create a flow of promotion

62 228 It would make the rank of deputy superintendent more popular if listed deputy superintendents had the same pay and privileges as the Imperial officers Listed officers should also be given half the appointments of deputy inspectors general and assistant inspectors general

The witness withdrew

At Madras, Monday, 26th January 1914

PRESENT

THE EARL OF RONALDSHAY, M P (*in the Chair*)

Sir MURRAY HAMMICK K C S I, C I E
Sir THEODORE MORISON K C I E
MAHADEV BHASKAR CHAUBAL Esq, C S I
ABDUR RAHIM Esq
M S D BUTLER, Esq C V O, C I E (*Joint Secretary*)

H F W GILLMAN Esq I C S Acting Inspector General of Police Madras

Written Statement relating to the Police Department

62 229 *Introduction* —The Madras Police Force was organised in 1859-60 by Mr (afterwards Sir William) Robinson and the appointments of Superintendents and Assistant Superintendents were at first conferred only on officers of the Army Although himself a Civilian Mr Robinson considered that the qualities required in the superior officers of the Police force, viz habits of command and self reliance of discipline and obedience to duty were developed by a previous course of military training and experience and that the social position bestowed by Her Majesty s Commission commanded the confidence of the magistracy and the people The system of recruitment continued to 1869 when the supply of military officers was no longer available

Europeans of good social position and some education were then appointed as acting Assistant Superintendents and received substantive appointments when vacancies occurred In some cases Europeans also entered the department as ordinary Inspectors and served for some years in the grade when they were gradually promoted to acting Assistant and afterwards to Assistant Superintendentships This system continued up to 1878

Between the years 1878 and 1880 nearly all Assistant Superintendents joined the Police as Inspectors and were promoted as Assistant Superintendents in vacancies The Inspector General appointed Inspectors but appointments and promotions to the grade of Assistant Superintendent were always made by the Governor

In 1880 a material change was introduced, in the nomination by the Governor as Inspectors of a certain number of young gentlemen who were subsequently promoted as Assistant Superintendents No absolute standard of educational qualification was insisted on in the case of these officers who were first termed Gentlemen Inspectors and later on Probationers This system which shut out the higher services to the other Inspectors who were equally or even better qualified and therefore caused discontent continued up to 1893 when the Secretary of State passed orders on the question of recruitment of the superior grades of Police on the recommendations of the Public Service Commission which met in 1887

The recommendations of the Commission were—

(1) That though for many years to come the European element in the Police must predominate Indians should not be excluded as was then the case in some provinces (including Madras) and that endeavours should be made to introduce a reasonable proportion of Indian officers, due regard being had to the efficiency of the service

(2) That the existing system of recruitment for the post of Assistant District Superintendent of Police in most provinces was unsatisfactory inasmuch as it did not afford a sufficient guarantee of educational qualifica

tions and habits of industry and that admission to this grade should be by—

(a) limited competition amongst candidates selected in England for such portion of the appointments in each province as the Government of India might decide to be necessary

(b) limited competition amongst candidates selected in India such candidates being chosen on the grounds of good physique knowledge of the vernacular languages prescribed for the Provincial Service and high educational qualifications of an English kind

(c) promotion from the grade of Inspectors for exceptional merit or ability shown in active service

(3) That both the competitive examinations should be conducted in accordance with rules approved by the Government of India

With regard to competition in England it was first suggested by the Government of India that selection might be made from among candidates who had done fairly well but failed to secure appointments at the Indian Civil Service or the Sandhurst examination but the Secretary of State expressed the opinion that the selection should be from among candidates for admission to the Royal Military Academy at Woolwich and the Royal Military College at Sandhurst and that unsuccessful candidates at the Indian Civil Service examination should not be included in the field of selection The Government of India were averse however to making selections from failures at the comparatively easier Sandhurst examination and sending out on an important service men with an undesirable stigma of apparent inferiority ill calculated to command the respect of the public It was therefore finally decided that a separate competitive examination should be held for the Police and that candidates for admission to the examination should have passed the Preliminary Examination for Sandhurst or some other examination accepted by the Civil Service Commissioners as equivalent thereto It was also decided that in order to secure candidates with a sufficiently developed character the examination should be open only to men between 19 and 21 years of age

In addition to the method of recruitment by competitive examination in England the following other methods were sanctioned by the Secretary of State in consideration of the recommendations of the Public Service Commission while power was reserved to the Government of India to make direct appointments in exceptional cases —

(i) By selection upon the results of a competitive examination held in Madras

(ii) By promotion of deserving subordinates

There was no objection to Indians being appointed in either of these ways if considered suitable and when appointed they were to receive the same rates of pay as Europeans

The subjects for the local competitive examination were almost the same as those for the examination in England Candidates for admission had to receive a nomination from the Government and were required to have passed the Oxford or Cambridge Senior Local examinations or the Matriculation examination of the London University or to be graduates of an Indian University They were also required to be of exceptionally good physique and above 19 and under 24 years of age Not less than three candidates were to be nominated for each appointment offered for competition

The first set of probationers appointed on the results of the competitive examination in England arrived in India in November 1893 Local competitive examinations were held on three occasions—in 1898 1901 and 1903—and Messrs H F T Phillips S F Chetham and C M Atkinson were respectively appointed During the years 1896 to 1901 promotions of deserving Inspectors to the grade of Assistant Superintendent were also made Of these officers Messrs P S Srinivasa Achari A Subba Rao and Mir Siraj ud din Sahib who held permanent appointments of Assistant Superintendent of Police at the time of the reorganisation of 1906 were taken into the Imperial Service in that year and subsequently rose to be District Superintendents while other officers who were acting as Assistant Superintendents at the time were appointed Deputy Superintendents in the Provincial Service which was then formed The power reserved to the Government of India to make direct appointments which was mainly intended to provide for the occasional appointment of Military officers was never exercised

In 1902 the Government of India appointed a Commission to inquire into the Administration of the Police in British India and most of the points regarding the Police Department which will be dealt with by the present Royal Commission on the Public Services in India came under the consideration of the Police Commission The recommendations of the latter Commission and the orders passed thereon will be referred to below when each point is discussed

The appended comparative statement gives for the 1st April 1913 and for the corresponding date in the years 1890 and 1900 (i) the cadre of the department with the number of posts and the pay of various grades in the Imperial and the Provincial Services and (ii) the proportion and average pay of the European and non European elements The educational and other qualifications possessed by the members of the different services have been partly referred to above and will also be referred to below

In 1886 the pay of an Assistant Superintendent was reduced from a fixed pay of Rs 500 to a graded pay of Rs 350—30—500 in order to give Assistant Superintendents promotion within the grade and to find the money required for a new appointment of Assistant Superintendent which had to be created then In 1887 again in consequence of the suggestions of the Financial Committee one of the three appointments of Deputy Inspector General was abolished the minimum pay of a Superintendent of Police reduced from Rs 700 to Rs 600 four grades of District Superintendent on pay ranging from Rs 600 to 1 000 formed in place of the three grades previously existing on pay ranging from Rs 700 to 1 000 and three grades of Assistant Superintendent formed These reductions in the pay and prospects of an already ill paid service very soon resulted in a marked deterioration of the higher grades and a revised grading on a more satisfactory basis was therefore introduced in 1892 In 1906 again the service was completely reorganised and improved rates of pay were granted to all officers on the recommendations of the Police Commission

The various points specified by the present Royal Commission on Public Services will now be dealt with

62 230 (I)—**Methods of recruitment** —At the time when the Police Commission made its enquiries there were as already stated in paragraph 62 229 three methods of recruitment to the superior grades viz by competition in England by local competition and by promotion of subordinates and Indians if once they were appointed were being given the same pay as Europeans The Police Commission condemned the promotion of European Inspectors as inexpedient and objectionable and the local recruitment of Europeans as not always resulting in the supply of the best men and recommended—

(i) the constitution of a European Imperial Police service—the members of which should be recruited by the single method of competition in England and

(ii) the creation of a Provincial Service to be filled by Indians called Deputy Superintendents whose functions and departmental status should be similar to those of Assistant Superintendents and one half of whom should be promoted from the grade of Inspectors while the other half should be filled up by Indians qualified for the Provincial Service in the Revenue Judicial or Police Department and judged by Government to be fit physically morally and otherwise

The Government of India were not inclined to close the superior Police Service completely to Europeans educated in India and accordingly reserved to themselves the power to make such appointments in exceptional cases on the special recommendation of a Local Government in favour of an individual but otherwise accepted the Commission s proposals with regard to the Imperial Branch The proposals regarding the Provincial Branch were also accepted with the modification that European Inspectors who have adopted an Indian domicile might be promoted as Deputy Superintendents

The following is the method of selection of Deputy Superintendents by direct recruitment —

Candidates are nominated by a committee appointed by Government the members of which are—

(1) The Chief Secretary to Government (Chairman)

(2) The Inspector General of Police

(3) One other gentleman to be appointed from time to time

Nominations made by the committee are submitted to Government who make the appointments The Government reserve to themselves the power of appointing any qualified candidate

The following are the qualifications required from candidates for direct recruitment—

(*a*) that they should be statutory Natives of India

(*b*) that they are of good character

(*c*) that they are graduates of a recognised University

(*d*) that they are of sound health good physique and active habits and free from any organic defect or bodily infirmity

(*e*) that they are not less than 5′ 5″ in height and 32″ round the chest and

(*f*) that they are not under 21 nor over 24 years of age

The Police Commission also recommended that in the case of the candidates for the competitive examination in England the age limit should be reduced from 19–21 to 18–20 so as to secure boys as soon as they left school The evil of bringing them out to India at too early an age was to be averted by giving them a probationary course of training for two years at an English residential University in Criminal Law and Practice (including notes of cases in Court) Indian vernaculars and Indian History Geography and Ethnology and also by requiring them to join a Volunteer Corps and become efficients—all of which would it was suggested not only develop their character but also test their fitness for the career before them But the Government of India considered that Indian Ethnology could be best studied in India where the necessary illustrations were at hand and that instruction of the kind required in vernaculars could be made available in the training schools in India while the extreme divergence between Indian and English criminal practice would render the course of reporting cases in an English Court of little advantage to an Indian Police Officer They accordingly rejected the Commission s proposal to give an English training to probationary Assistant Superintendents after selection and with its rejection the question of the age limit disappeared on that occasion

There were other occasions when the age question engaged the attention of the Government of India In 1901 Mr (now the Hon ble Sir Harold) Stuart who was then the Inspector General of Police in this Presidency represented that under the existing conditions young and inexperienced probationers had to be put in charge of sub divisions when their character was not sufficiently developed and that it was necessary to attract to the department men whose standard of education and position was generally higher than that of the candidates who were being selected He pointed out that in consequence of their youth Police probationers suffered more than men who came out at a later age from the maladies peculiar to life in the tropics and that the age limit should accordingly be raised to a minimum of 21 and a maximum of 23 on the 1st January of the year of examination from a minimum of 19 and a maximum of 21 on the 1st June He also suggested that with the altered age limits University men might be willing to come forward for the Police and that the Police competitive examination might consequently be included in that for the Home Indian and Colonial Civil Services The Government of India were addressed but no change was made in the age limit since other local Governments and Administrations which were consulted by the Government of India were generally not in favour of it for the following reasons —

(1) that prospects offered by the Indian Police are not sufficiently good to attract University men of the best class and that the cost of the additional two or three years education at home would prevent many suitable men from entering the service

(2) that a probationer who comes out to India at the age of 23 or 24 is less likely to take kindly to life in the districts than one who comes out at 20 or 21 and the additional two years can be much more profitably spent in training in the actual work in India than in reading at a University,

(3) that, if the examination for the Police Service were allowed to form a part of the examination for the Home Indian and Colonial Civil Services the men recruited in this manner would be discontented when on coming out to India, they found how great a difference a few marks in an examination had made between themselves and their contemporaries in the Indian Civil Service

(4) that if the age of the candidates were to be increased the existing evil of having too many married officers in the junior ranks of the Police would be intensified,

(5) that as members of the Police Service are subject to the 55 years rule the proposed change would deprive them of two years service for pension and greatly reduce their chance of reaching the highest and best paid grades

(6) that a probationer entering the Police at the age of 21 is satisfied with Rs 250 a month to begin with and by the time he is 23 years of age he is perhaps drawing as much as Rs 400 A probationer entering the service at 23 will have had more expenses to incur in England before coming out to India and he will hardly be prepared to start on so low a monthly salary as Rs 250

In 1905 again the Government of India being struck with the number of deaths among young police officers re opened the subject They obtained the opinions of the various local Governments on the subject as also statistics of the total number of deaths and of cases of illness within five years of arrival among officers recruited by competition in England but ultimately decided that the statistics did not indicate a necessity for any change

I advocate no change in the methods of recruitment either for the Imperial or for the Provincial Service

62 231 **(II) Systems of training and probation**—All Probationary Assistant Superintendents and all Deputy Superintendents who have had no police experience are attached to the Provincial Training school at Vellore for a course in drill law medical jurisprudence departmental orders and vernacular languages and their progress is watched by examinations once a month Assistant Superintendents who have not obtained a certificate of proficiency in riding from the Civil Service Commissioners in England and also all Deputy Superintendents in the school are made to ride and to pass the Equitation Test

The Police Commission which suggested a probationary course at an English University for Assistant Superintendents did not specify the period which the latter should subsequently spend at the training school in India in order to learn practical police work and colloquial use of the vernaculars though the Commission were of opinion that a course in these subjects at the school was necessary The Government of India rejected the proposal for an English probationary course and prescribed 18 months as the period to be spent by the probationers in the school but apparently considered that instruction in practical police work should also be given at the school during that period There are however no facilities at the school for such instruction and the average probationer has nothing to learn at the school after a stay of eight or nine months there It has therefore been the practice in this Presidency to send probationers both Assistant and Deputies to districts for practical training under District Superintendents as soon as the term of study at the school is over which rarely exceeds a year though such of them as have not a sufficient grounding in the vernaculars are allowed to return to the school for about a month before the examinations On being attached to districts they are made familiar with the work of the headquarter office go into camp with the Superintendents to obtain an insight into the methods of inspection and investigation and finally are placed in charge of Inspectors circles for three months When a probationer has shown himself capable of managing a subdivision he is posted to the charge of one Deputy Superintendents and occasionally Assistant Superintendents are also posted as Personal Assistants to District Superintendents

I consider that the system obtaining in this Presidency under which probationers are not generally kept at the school for longer than a year and are given instruction in practical work in districts is better than the one suggested by the Government of India under which the probationers should be retained in the school for 18 months and given practical instruction when in the school

62 232 (III) **Conditions of Service**—*Imperial*—The principles underlying the conditions of the Imperial Police Service are that the members should have sufficient training as Assistant Superintendents before they are placed in charge of districts and that they should have throughout the whole period of their service sufficient salaries and sufficiently responsible duties Accordingly the number of Deputy Inspectors General and Superintendents for charge of districts and similar duties has been fixed at 5 and 34 respectively and the number of Assistant Superintendents has been calculated at what is necessary (77 3 for every 100 superior appointments plus 3 appointments for purposes of deputation) to secure fully trained men for filling the higher offices

Provincial—The number of Assistant Superintendents as thus fixed is not however sufficient for the requirements of police work Each police sub division requires an Assistant while each District Superintendent requires a Personal Assistant to help him in the discharge of his duties of control and supervision and to relieve him of the routine of office work so that he may be free to tour about his district and become personally acquainted with his officers and their work and with the people and their interests The additional number of Assistants required is supplied by the class of Deputy Superintendents of the Provincial Service referred to in paragraph 15 *supra* The number of these officers is fixed on the principle of one qualified Assistant or Deputy Superintendent to hold charge of each of the subdivisions and one to be Personal Assistant to each District Superintendent less the number of Assistant Superintendents available after making an allowance for men under training and providing for the filling up of acting vacancies in the higher grades

All officers appointed to the Police, whether Assistants or Deputies are appointed on probation Assistant Superintendents are kept on probation for at least 18 months and are not confirmed until they have passed the qualifying tests mentioned below as also the equitation test if they had not obtained a certificate of proficiency in it from the Civil Service Commissioners —

A { The Indian Penal Code with special and local criminal laws
The Code of Criminal Procedure
B The Indian Evidence Act
C Medical Jurisprudence
D Police Departmental Orders
E Lower standard test in a vernacular as prescribed for Assistant Collectors

All these tests should be passed within two years of arrival in India but the Local Government have power to allow an additional year but not more in special cases if the probationary Assistant Superintendent is likely to make a good officer

Within four years after the first examination subject to arrival in India Assistant Superintendents should on pain of loss of promotion pass the Higher standard test (as prescribed for Assistant Collectors) in the vernacular in which they passed the lower standard or with the previous permission of Government in any other vernacular Similarly they should pass within six years after the first examination subsequent to arrival and before being appointed to act as District Superintendents the Lower standard test in a second vernacular unless the Higher standard test above referred to was passed in a vernacular different from the one in which the lower standard test was passed before confirmation

Deputy Superintendents appointed by promotion from the subordinate police service are not required to pass any tests As regards those pointed direct they have to pass in addition to the tests prescribed for Assistant Superintendents the Higher Standard test in a second vernacular within two years of appointment or at the first examination held two years after If a Deputy Superintendent has taken a vernacular language for his university degree or if his own vernacular is one of the recognised languages he need pass in one vernacular only by the Higher standard These officers have not to pass any tests after confirmation

Gazetted officers of Police who are not statutory natives of India may appear for the High Proficiency tests in the vernaculars and will on passing it within the first 15 years of their service be eligible for a reward of Rs 1 500 for each vernacular

Conditions of Promotion—Probationary officers are not eligible for any promotion until they are confirmed but this rule is not enforced in the case of Deputy Superintendents promoted from the subordinate Police service Officers of the Imperial Service are allowed acting grade promotions in leave and other vacancies Assistant Superintendents are promoted to higher grades in their own class and also to the various grades of District Superintendent in the order of seniority as vacancies occur but promotions beyond Rs 900 that is the third grade of District Superintendents and to the rank of Deputy Inspector General are made by selection All appointments in the Imperial Police Service except that of the Inspector General are reserved for officers of the Police Department and Government have discretion to fill the appointment of the Inspector General either from the Indian Civil Service or the Police Department Deputy Superintendents can be appointed District Superintendents only when their fitness for the charge of a district is fully established All these restrictions to the promotion of officers have been laid down in accordance with specific recommendations of the Police Commission

The following statement shows the average period which officers in the Imperial cadre take to reach the various higher grades —

After First Appointment	Assistant Superintendent		District Superintendent.					Deputy Inspector General.	
	Second Grade	First Grade	Fifth Grade	Fourth Grade	Third Grade	Second Grade	First Grade	Second Grade	First Grade
	Y M	Y M	Y M	Y M	Y M	Y M	Y M	Y M	Y M
Period taken to act as	—	1 10	5 1	7 10	10 5	15 9	21 0	21 0	21 11
Period taken before appointment as substantive	1 10	4 9	8 3	10 7	15 11	20 11	24 7	21 7	28 10

The following striking points are noticeable from the above figures —

(i) It is found generally possible to promote Assistant Superintendents to the second grade substantively and to the first grade acting almost immediately on confirmation

(ii) Assistant Superintendents are appointed to act as District Superintendents in a much shorter period than eight years for which the Police Commission said officers ought to be Assistants before reaching Superintendentships

(iii) Officers take about the same period to reach the first grade of District Superintendent and the second grade of Deputy Inspector General

The average period taken by Deputy Superintendents who are now in the third second and first grades to reach those grades are five years five months three years nine months and four years two months respectively after first appointment as Deputy Superintendents The low average for the second and first grades are accountable by the fact that the appointments in these grades are mostly held by promoted Inspectors who were put in the third grade of Deputy Superintendents on appointment to that rank but none of the figures furnished can be taken to represent average conditions as the Provincial Service has been introduced only recently and officers had not to wait for their promotion until a vacancy occurred in the higher grades but were promoted in existing vacancies almost as soon as their fitness for such promotion was established

My suggestions under this head are (i) that promotions by seniority may be allowed up to Rs 1,000 instead of to Rs 900 as at present, and (ii) that the Presidency should be divided into four Deputy Inspectors General s ranges in lieu of the present three The charges of the Deputy Inspectors General Southern and Central Ranges are more than a single officer can efficiently supervise and out of these two ranges three should be created

62 233 **(IV) Conditions of salary**—The present rates of pay of the various grades of police officers are shown in the last column of the appendix and are the same as those recommended by the Police Commission except in the case of Deputy Inspectors General for whom the Commission proposed Rs 1 500 1 750 and 2 000 The Madras Government in their remarks on the Commission s proposals suggested that Deputy Inspectors General might be taken to correspond with Conservators of Forests and Superintending Engineers of the Public Works Department and that as none of these officers were then in receipt of more than Rs 1 600 per mensem the pay of the three grades of Deputy Inspector General might be fixed at Rs 1 600 1 400 and 1 200 and that the pay of the first grade District Superintendent might be reduced to Rs 1 100 so as to be less than that of the lowest grade Deputy Inspector General The Government of India while agreeing that the rates proposed by the Commission were higher than the circumstances of the case demanded considered that for the duties which the officers have to perform they might be placed on two grades on Rs 1 800 and 1 500

Probationary Assistant Superintendents draw the full pay of their appointment immediately on arrival but the pay of the probationary Deputy Superintendents while under training in the school is Rs 100 or in the case of officers appointed from other departments and receiving pay in those departments in excess of Rs 100 the actual pay

My views under this head and the reasons therefore are as under —

I As regards Deputy Inspectors General —

(i) The highest pay of a Deputy Inspector General should be fixed at Rs 2 000 as recommended by the Police Commission

(ii) The six officers who will come to exist if the proposals made in paragraph 62 232 is approved should be graded one on Rs 2 000 two on Rs 1,800 and three on Rs 1 500

(iii) An acting Deputy Inspector General should always get a salary of Rs 1,500 irrespective of his permanent pay

(These proposals are the natural sequence of the reorganizations recently carried out in the Forest and the Public Works Departments The minimum pay proposed for an acting Deputy Inspector General is also based on similar rules contained in articles 117 and 135 of the Civil Service Regulations relating to officers of the corresponding rank in the Public Works and Forest Departments)

II As regards Superintendents and Assistant Superintendents—They should be given the same time scale pay as officers in the Forest and Public Works Departments are viz Rs 380 rising by an annual increment of Rs 40 up to Rs 700 and thereafter by an annual increment of Rs 50 up to Rs 1 250 in the twentieth year of service

(The Police Department is not less important than the Forest and the Public Works Departments and the disparity in the conditions of pay now existing between the Police and the other departments should be removed)

III As regards Deputy Superintendents —

(i) The minimum pay of a Deputy Superintendent under training in the school should be fixed at Rs 150 per mensem

(This is only half the pay proposed below for the lowest grade of Deputy Superintendents and is I consider the minimum allowance on which an officer of this class can maintain himself)

(ii) The pay of the lowest grade of Deputy Superintendents should be raised to Rs 300 per mensem

(At present the pay of fourth grade Deputy Superintendent of Police is the same as that of first class Inspector and consequently in order to give an Inspector an increase of pay on promotion to Deputy Superintendent he is usually appointed to act in the third grade in apparent supersession of permanent fourth grade Deputy Superintendents In consequence difficulties arise when promotions have to be made to third grade Deputy Superintendent permanent The pay of the lowest grade Deputy Superintendent should be Rs 50 higher than that of first class Inspector)

(iii) The four grades of Deputy Superintendents should be on Rs 300, 350 400 and Rs 500

(This follows on the raising of the pay of the lowest grade)

(iv) Acting grade promotions should be allowed

(Such promotions are allowed in the Imperial but not in the Provincial service at present)

(v) Deputy Superintendents, when promoted to act as District Superintendents should get an acting allowance of Rs 200 in all circumstances

(I consider this desirable in consideration of the additional duties and responsibilities involved)

(vi) The lowest pay of Provincial District Superintendent should be fixed at Rs 700

(This follows from the last proposal)

62 234 **(V) Conditions of leave**—*Imperial Service*—The following is a summary of the principal regulations relating to the leave admissible to officers of the Imperial Service —

(a) Short leave—

(i) Privilege leave is a holiday which may be granted to the extent of one eleventh part of the time that an officer has been on duty without interruption, and it may be accumulated up to three months earned by thirty three months duty During privilege leave the officer retains a lien on his appointment and receives an allowance equal to the salary which he would receive if he were on duty in the appointment on which he has a lien An interval of not less than six months must elapse between two periods of absence on privilege leave Privilege leave may be prefixed to furlough special leave or extraordinary leave without allowances The whole period of leave thus taken in combination is known as combined leave Combined leave cannot be granted for a shorter period than six months and except on medical certificate may not be extended beyond two years

(ii) Extraordinary leave without allowances may be granted in cases of necessity and except in certain specified cases only when no other kind of leave is by rule admissible It may be granted in continuation of other leave

(iii) Subsidiary leave in India usually with half average salary may be granted to an officer proceeding on or returning from leave out of India or on retirement to enable him to reach the port of embarkation or to re join his appointment It is admissible only at the end and not at the beginning of combined leave

(b) *Long Leave*—

(iv) Furlough and special leave with allowances are admissible to an aggregate maximum amount of six years during an officer s service The amount of furlough earned is one fourth of an officer s active service and the amount due is that amount less any enjoyed Furlough without medical certificate can if due be generally taken after eight years active service and again after intervals of not less than three years continuous service It is limited to two years at a time Furlough on medical certificate may be granted (*a*) to an officer who has rendered three years continuous service for not more than two years but capable of extension up to three years and (*b*) to an officer who has not rendered three years continuous service up to one year in any case and up to such longer period if any (but not exceeding two years in all) as the officer may have furlough due to him

(v) The allowances admissible during furlough are —

(1) During the first two years of furlough without medical certificate as may be due half average salary subject to certain maximum and minimum limits

(2) After the expiration of the period for which the foregoing allowances are admissible one quarter of average salary subject to certain maximum and minimum limits

(vi) Special leave may be granted at any time for not more than six months with intervals of six years service, allowances calculated as during furlough are given during the first six months only whether taken in one or more instalments

(vii) When leave allowances other than privilege leave allowances are paid by the Home Treasury or in a colony where the standard of currency is gold rupees are converted into sterling at the rate of exchange fixed for the time being for the adjustment of financial transactions between the Imperial and Indian Treasuries unless any other rate has been exceptionally authorised But for the present the rate of conversion is subject to a minimum of 1*s* 6*d* to the rupee [Privilege leave allowances when issued from the Home Treasury (this is only admissible when privilege leave is combined with other leave) is converted at 1*s* 4*d* to the rupee]

Provincial Service —The rules applicable to officers of the Imperial Service apply also to those of the Provincial Service so far as privilege leave and extra ordinary leave without allowances are concerned The long leave admissible to officers of the Provincial Service is regulated as follows

(i) Leave on medical certificate may be granted for three years in all but not for more than two years at a time and no officer can have leave on medical certificate out of India more than twice

(ii) Leave on private affairs for six months may be granted to an officer who has not had furlough after six years service and repeated after intervals of six years

(iii) Furlough may be granted as follows —

(*a*) After ten years service—one year or any less period and thereafter at intervals of not less than eight years one year or such other period as together with all periods already spent on furlough may not exceed two years

(*b*) After 18 years service—two years or any less period, and thereafter at intervals of not less than eight years any such period as together with all periods already spent on furlough may not exceed two years

Provided (1) the service for furlough of an officer who has had leave on private affairs counts only from the date of his last return from such leave and (2) the aggregate amount of furlough or of furlough and leave on private affairs taken together shall not exceed two years

(iv) The leave allowances admissible to an officer on leave on medical certificate are half his average salary during the first fifteen months of each period of absence but not for more than 30 months in all and one fourth average salary during the rest of the period and an officer on furlough or on private affairs leave is entitled to half average salary These half and quarter average salaries are subject to certain maximum and minimum limits

My views on this matter are summarised below —

(i) There is no objection to the abolition of the restrictions on the grant and combination of the different kinds of leave

(ii) No proportion need be fixed of officers of the Imperial Service who can be on leave without medical certificate at any time and if a proportion should be fixed it should be one sixth of the strength of the cadre

(iii) There is no objection to the abolition of subsidiary leave and special leave when the restrictions relating to the grant of the other kinds of leave are removed but officers can in lieu of the present special leave be allowed to take six months furlough on urgent private affairs without producing a medical certificate even if the prescribed proportion if any of officers on leave is exceeded

(iv) In consideration of the inadequacy of the leave allowances admissible to officers on long leave especially in the earlier years of their service which deters them from availing themselves of the full period of relaxation now admissible or of even a desirable proportion thereof they should be allowed the option to commute whatever furlough they have earned on half average salary into two thirds of the period on three fourths average salary up to a limit of eight months on each occasion which can be combined with any privilege leave due

Note —The average amount of leave taken by police officers during 31 years service is approximately four years of which 2½ years only are taken in the first 24 years service The average leave taken by officers of 10 to 12 years service is 13 months and 9 days of which as much as 8 months and 5 days represents furlough on medical certificate A good portion of the leave is taken by officers just before their retirement as the inadequacy of leave allowances permissible under the existing rules prevents them from taking leave in the earlier years of their service The average monthly leave allowances are—

	£
Between 4 and 10 years of service	22
, 10 20	30

My proposal will enable police officers to avail themselves of the maximum period of leave admissible under the rules while its financial effect will be an increased expenditure of only Rs 22 500 per annum

(v) The leave rules relating to the Provincial Service may be on the same lines as those for the Imperial Service the furlough earned being made equal to not less than one sixth of the active service

62 235 **(VI) Conditions of pension** —The following is a summary of the present rules —

(i) An officer becomes eligible for a pension on completing 30 years qualifying service or on attaining the age of 55 years If at an earlier date he is compelled to retire from the service through ill health not occasioned by irregular or intemperate habits he becomes eligible for an invalid pension or a gratuity according to the length of his service

(ii) The amount of pension or gratuity is regulated as follows —

After a service of less than ten years —A gratuity not exceeding one month s emoluments for each completed year of service

After a service of not less than ten years —A pension equal to one sixtieth of the average monthly emolu ments for every completed year of service up to 24 years and half the average emoluments for a service of not less than 25 years subject to the following maximum limits —

Years of completed service	Maximum limit of pension Rs
10	2 000 a year
11	2 200
12	2 400
13	2 600
14	2 800
15	3 000
16	3 200
17	3 400
18	3 600
19	3 800
20	4 000
21	4 200
22	4 400
23	4 600
24	4 800
25 and above	5 000

(iii) Officers who have shown special energy and efficiency during an effective service of three years in certain high appointments may at the discretion of the Local Government be allowed an additional pension of Rs 1 000 a year subject to the condition that an officer must not retire voluntarily before the completion of a total service of 28 years

(iv) Subject to certain prescribed conditions rupee pensions are now issued at the rate of exchange of 1s 9d the rupee to pensioners residing in countries in which the Indian Government rupee is not legal tender

The Police Commission s recommendations on the subject are contained in the following extract from their report — It has been strongly recommended that the compulsory period of service for pension should be reduced The Commission consider that the period of 30 years is too long Government should have power to compel retirement of any officer after 25 years service on the pension now admissible after 30 years service and an officer should be entitled to retire after 25 years service on full pension if he desires to do so This is especially necessary in the higher ranks of the service owing to the desirability of making the service reasonably attractive and the necessity for having active men and getting rid of men who may not be fit for efficient service But in consideration of the very trying nature of police work the Commission would be glad to see this rule applied to the whole force The Government of India did not sanction any of the recommendations

I am not opposed to a reduction in the period of service for pension in the Imperial Service but I am not prepared to recommend any A Police Probationer commences service at the age of 20 and is therefore able to retire at 50 His case is not parallel with that of the Assistant Engineer Public Works Department who comes out to India at 24

In regard to the Provincial Service I am of opinion that no reduction in the period of service is called for

Removal of inefficient officers —No orders appear to have been passed by the Government of India on the question of removing inefficient officers upon reduced pensions or gratuities which was raised by the Police Commission in paragraph 85 of their report or on the recommendations contained in the paragraph extracted above that Government should have the power to compel the retirement of officers after 25 years service on full pension Government can now compel an officer to retire only after he has attained his fifty fifth year and is therefore unable to compel the retirement of inefficient officers earlier except by punishment I consider that the recommendation of the Police Commission should be brought into effect

62,236 **(VII) Such limitations as may exist in the employment of non Europeans** — The Police Commission recommended that in most Provinces it was both safe and expedient to reserve some Superintendents posts for Indians The considerations by which Government should be guided in deciding this question have been well expressed in paragraph 67 of the report thus — It is more than desirable—it is 'incumbent on the Government—to use native agency to the utmost extent possible without seriously impairing the efficiency of the service The employment of Natives as Superintendents is however more or less of an experiment and therefore it must be carefully and gradually introduced To proceed too rapidly is to court failure The decision of the Government of India in this matter was that more than two Deputy Superintendents should not be promoted permanently to district charges Six years have elapsed since the issue of this order and experience has been gained of the work of Indians who have been appointed Superintendents whether permanent or acting Three Indian officers have been confirmed as Superintendents in the Imperial Branch One who has retired was a success two are still in service of whom one is a fairly efficient officer and the other has been a failure In addition four Deputy Superintendents are acting as Superintendents of whom three are Indians Two of these three are not likely to revert and are most efficient officers Further among the other Indian officers in the first three grades of Deputy Superintendent there are in my opinion, three who have already shown that they possess the ability and character requisite for charge of a district

In these circumstances it is not expedient to restrict permanent promotion from Deputy Superintendents to District Superintendents to the present narrow limits At the same time it seems necessary to define the number of Superintendent s posts which shall be reserved for Deputy Superintendents for the reason that if the number is unlimited recruitment in England for the Imperial Service may be injuriously affected Taking all circumstances into consideration I recommend that the number may be fixed at *five*

62 237 **(VIII) Relations of the Police with the Indian Civil Service and other services** —These are generally satisfactory and no change is advocated

ANNEXURE

—	On 1st April 1890	On 1st April 1900	On 1st April 1913
Imperial Service Officers			
Inspector General	1 on Rs 2 500	An Indian Civil Service Officer on Rs 2 500	An Indian Civil Service Officer on Rs 2 500—100—3 000
Commissioner	1 on Rs 1 500	1 on Rs 1 500	Graded as a Deputy Inspector General
Deputy Inspector General—			
1st grade	2 on Rs 1,200	1 on Rs 1 400	2 on Rs 1 800
2nd		1 on Rs 1 300	
3rd		1 on Rs 1 200	3 on Rs 1 500

ANNEXURE—*continued*

——	On 1st April 1890	On 1st April 1900	On 1st April 1913
Imperial Service Officers—cont			
District Superintendents—			
1st grade	2 on Rs 1 000	2 on Rs 1,000	2 on Rs 1 200
2nd	5 on Rs 800	3 on Rs 900	5 on Rs 1 000
3rd ,	8 on Rs 700	5 on Rs 800	9 on Rs 900
4th	10 on Rs 600	8 on Rs 700	8 on Rs 800
5th		8 on Rs 600	10 on Rs 700
Assistant Superintendents—			
1st grade	6 on Rs 500	6 on Rs 500	14 on Rs 500
2nd	8 on Rs 400	5 on Rs 450	14 on Rs 400
3rd ,	7 on Rs 350	5 on Rs 400	8 on Rs 300
4th ,		6 on Rs 350 12 probationers on Rs 300	
Provincial Service Officers			
Assistant Commissioner	1 on Rs 350	1 on Rs 350	Graded as a Deputy Superintendent
Deputy Superintendents—			
1st grade			8 on Rs 500
2nd			12 on Rs 400
3rd			10 on Rs 300
4th			10 on Rs 250
Proportion of European and non European elements *	50 1	63 2	73 42
Average pay of the European elements *	653	588	692
Average pay of the non European elements	350	375	376

* The Inspector General has not been taken into account in working out the figures in the last two columns

Mr H F W GILLMAN called and examined

62 238 (*Lord Ronaldshay*) The witness was Inspector General of Police Madras and had occupied that position for fourteen months As district magistrate he had had a knowledge of the police force before but in no other capacity

62 239 The present system of examination in England was satisfactory judging by results and gave a better personnel than the system formerly in vogue The men now coming out were very good indeed

62 240 Madras had been rather unfortunate in losing young recruits more so than any other province In the last six or seven years half a dozen men had died in the first five years of their service There had not however been much mortality lately But there was no reason for raising the age limits Nor was there any point in getting university men as the recruits could not be better than they were at present

62 241 The colour bar should be retained for the examination in England To give Indians a larger share of employment in the higher grades deputy superintendents should be promoted on their merits There were some very good officers amongst them He would rather have the promotion of tried men than any form of direct recruitment for the superior service

62 242 The power of direct appointment of members of the domiciled community had not been exercised since the Police Commission issued their report The Government still possessed the power but were not likely to use it

62 243 He was satisfied on the whole with the present system of training assistant superintendents but would like to see a more rigid examination in one language Probationers now had to take up two languages This was necessary from the administrative point of view as otherwise it would be difficult to arrange postings, but the second language was at present made too stiff and should be made merely a colloquial test There should be a strict test in one language and a less exacting test in the second Probationers should remain twelve months at the school and six months should be spent in the district learning practical work That was the system in force in Madras now

62,244 Officers were put in charge of sub divisions within the first year of being sent to a district after they had undergone the training prescribed by the police orders He was not prepared to say that that was much too early as a man had to find his feet and very soon did so No practical inconvenience had arisen out of it

62 245 The whole of the police force was trained in the use of arms but the armed reserve had a special training The armed reserve was a body of men at head quarters and was trained in nothing else but drill and the use of firearms The whole of the superior officers were expected to be able to command armed men

62 246 The present state of promotion was good At present officers were better off than they would be on a time scale and were going up the grades very rapidly but there might be a block in the higher grades later on He himself preferred a time scale and had no objection to two separate time scales one for assistants and one for superintendents There should be a selection grade for superintendents at Rs 1 000

62 247 The time scale for the superintendents should be the same as for the officers of similar standing in the Forest and Public Works Departments For assistant superintendents a lower rate relatively might be given He had had an opportunity of discussing this point with members of the police service and the general feeling now was that police recruits who came out untrained should be ready to start on a lower pay than the recruits who came out for other services already trained The recommendation he had made to the contrary in his written statement should be modified to that extent

62 248 The fifty five year rule for retirement was rigorously enforced in Madras in the case of Europeans but not in regard to deputy superintendents It should be rigorously enforced all round He had

himself only recommended two deputies to be extended for one year One was a man who had done very good service and who had asked to have his period extended and Government thought he deserved to stay on for an extra year and the other was a man who would get a considerably increased pension if he stayed on He was generally against any relaxation of the rule in the case of the provincial service It would be much easier to enforce the rule if there was a time scale all through both for the Imperial and provincial services

62 249 The demand for pension after 25 years appeared to be made mainly in order to secure equality with other services He was not against it but was not prepared to recommend it A man under present arrangements would retire about 50 and that did not appear to be too old There was no doubt that the police officer led a more exacting life than a member of the Indian Civil Service but he was generally fit up to the age of 50 except in exceptional cases when he would get an invalid pension

62 250 No objection to the title of superintendent had been brought to his notice and it was by no means a burning question in Madras

62 251 The provincial police service on the whole had been a success Fifty per cent of deputy superintendents were recruited direct and 50 per cent by promotion and these proportions were satisfactory

62 252 Direct appointments were made on the advice of a board consisting of the chief secretary the inspector general and a third member nominated by the Government normally an Indian official It would be preferable to have a non official Indian as the third member A board was better than an individual for purposes of nomination because it gave both European and Indian opinion and the public had more confidence in its recommendations

62 253 He would not recommend competition as a means of recruitment to the provincial police service as better men were more likely to be selected under the present system Men were taken not only for their examination qualities but for other qualities valuable to the police

62 254 The work of deputy superintendents and assistant superintendents was absolutely interchangeable Many of them were personal assistants and many were in charge of sub divisions The position of a deputy superintendent in Madras was practically that of an assistant superintendent except that an assistant superintendent was certain after a few years of becoming a superintendent whereas the deputy superintendent was not

62 255 When the provincial service in Madras was created deputy superintendents were allowed to run straight up into the first grade and no block had been produced because a good many of those who were appointed first have retired It might happen eventually that the men promoted at the end of their service would be blocked by their younger colleagues but a time scale would obviate this difficulty and should be introduced for deputy superintendents as well as for the Imperial service

62 256 In promoting deputy superintendents to be superintendents he would judge entirely by merit It was not advisable to fix any age or number of years service If necessary he would promote a young man over the heads of his seniors and any discontent caused thereby in the service ought not to be considered

62 257 (*Sir Murray Hammick*) Two provincial men were permanent superintendents and two were acting as such

62 258 The proportion of superintendentships reserved for deputy superintendents should be made definite At present the limit was five per cent which gave two posts and there would be no objection to increasing the number up to five as a maximum He did not think there was any need for a radical alteration in the present system He had spoken to every deputy superintendent and to many inspectors and had never heard them complain that they did not get promotion fast enough If an inspector was fit to be a superintendent and was of a suitable age he would certainly give him promotion

62 259 He had no objection to the pay of the first grade deputy superintendent being increased from Rs 500 to Rs 700

62 260 There had been a vacancy for a deputy superintendent a year ago and a great many applications were made for it The provincial police service was a popular one but not so popular as the deputy collector service where there was more chair work It was not so much a matter of pay as of the life to be led

62 261 He was in favour of the abolition of the restrictions regarding the taking of leave Government should decide whether a man could go on leave or not An officer should be able to earn so much furlough and so much privilege leave during his service and Government should be allowed to give that leave as it suited them

62 262 (*Mr Chaubal*) He had had a fair number of officers serving under him who were recruited before 1893 so that it was from experience of the two kinds of men that he had given his opinion on the present form of recruitment to the Imperial service He had had experience of them also as district magistrate and his experience as inspector general confirmed the view he took then

62 263 There has been undue mortality at one time among young officers of the force but this had not continued or become in any way a permanent feature

62 264 He was in favour of maintaining the colour bar in connection with the examination in England because it was necessary to maintain a majority of Europeans in the service It was quite possible that if the examination in England was thrown open to Indians they would adapt themselves to the circumstances and appear in larger numbers and that seemed to be the general apprehension amongst the European officers in the force He was not however against the employment of any Indians as he had already explained

62 265 A deputy superintendent was as a rule promoted to be a superintendent between the ages of forty and forty five but the younger a superintendent was the better provided he had the necessary experience In the case of some deputy superintendents ten years service would be sufficient

62 266 In the Imperial service the assistant superintendents were acting superintendents very soon and became permanent after about eight years The assistants who were now acting without any chance of being reverted were men of 1906 The men of 1907 had all been reverted this cold weather to be assistant superintendents except one Some of the men of 1906 had been acting as superintendents for about a year and a half so that they had been promoted after about five and a half years service but that was exceptional Roughly a man would be acting as superintendent at about the age of 27 or 28

62 267 The main duties of a deputy inspector general were the inspection of superintendents and their offices and the districts He had nothing else to do in connection with the investigation of cases

62 268 An objection to direct recruitment to deputy superintendentships by examination was that one section of the community would obtain most of the appoinments A proportionate representation of communities was all the better for the force

62 269 (*Mr Abdur Rahim*) An Indian deputy inspector general would be of very little use He might be able to supply the inspector general with the Indian point of view but this could be and was obtained from a great many other sources such as deputy superintendents inspectors and Indian superintendents Moreover there was now no Indian in the force who would be a success as a deputy inspector general There was no rule against an Indian being appointed

62 270 There were seven Muhammadan deputy superintendents but no Muhammadan superintendent

62 271 (*Sir Theodore Morison*) At present there were 40 deputy superintendents of whom 20 were promoted inspectors Promotion to superintendentships should be entirely by selection and if a young

fellow showed great promise he should be promoted whatever his pay and standing

62 272 There were lower rates of pay for the provincial service man who was promoted to be a superintendent namely Rs 600 Rs 700 Rs 800 and Rs 900 as fixed by the Police Commission

62,273 The leave granted to an English police officer should be sufficient to enable him to go to England for nine months every four years on some thing like three fourths of his pay If that were granted the existing privileges with regard to furlough could be abolished Men did not desire to go to England for 18 months and it was not good for the department

The witness withdrew

F B M CARDOZO Esq Superintendent Government Railway Police Trichinopoly Madras

Written Statement relating to the Police Department (Imperial Branch)

62 274 (I) **Methods of recruitment**—The present method by means of competitive examination in England is the most suitable but a relaxation of one or even two years in the maximum age limit should be made in favour of candidates who have been for not less than two years at certain specified residential Universities This relaxation would lead to an increase in the number of successful candidates from Universities and residence at a University would in a short time become the easiest and therefore the recognised method of entry into the Service The advantages of a University training were fully recognised by the Police Commission who in paragraph 64 of their report wrote very strongly on the subject but their proposals were rejected They included proposals for a special two years course of training in England after examination but this we believe to be undesirable The real reason why we want an officer to pass through a University is that the ordinary training there adds considerably to his breadth of mind and reacts in a beneficial manner upon his whole attitude towards the country and his duties on his arrival in India It is not special training that is required in England The special training required can be more efficiently arranged for in India than at home

62 275 (II) **Systems of training and probation**—(*a*) *Training*—The present system of training when carried out is good but in practice the period allowed is often curtailed to the disadvantage of the Probationer He has stiff examinations to pass but the exigencies of the public service often necessitate his being placed in charge of a division before he has passed them This should be the rare exception not the rule and the fact that it is not so shows that there are insufficient officers to provide reliefs A sufficient number of officers should be added to the cadre for the purpose It is unnecessary to attempt to teach candidates a vernacular or law in England Such attempts with regard to any Madras vernacular would not be of much use and the Indian Criminal Law can best be learnt during the Probationer s first year of residence in India most of which is and all of which should be spent at the Police Training College The Training School system is satisfactory but it is during the second year of a Probationer s service that improvements in the carrying out of the present system of training are required Inspectors General are aware of this but are powerless to remedy it as they have not sufficient officers No Probationer should be employed in charge of a division until he has passed the examinations qualifying him for confirmation as an Assistant Superintendent of Police The position of an officer so employed is particularly bad as he is greatly handicapped in studying for his examinations by having heavy work to do and is also handicapped in doing his work by insufficient training It is not easily realised how owing to the mass of rules and regulations in existence work which would be light for a trained officer appears heavy to one untrained

(*b*) *Languages*—With regard to languages the present system is hopelessly bad An officer is expected to learn two languages but in practice he seldom learns one properly Theoretically the learning of two languages is sound but it would be wiser to face the facts and acknowledge that in practice the rule has not been and is never likely to be successful We would advocate the teaching of one language only would fix a high standard and would insist on a colloquial knowledge being obtained which would ensure that an officer would be able to dispense entirely with the services of an interpreter in his ordinary work A knowledge of a second or third language is useful and officers should be encouraged by means of rewards to learn them

(*c*) *Probation*—With regard to probation the present method is too automatic In practice it depends entirely on the passing of examinations and no consideration is given to the question of whether a probationer is likely to develop into a useful and efficient police officer At present as soon as a probationer has passed certain examinations he is confirmed in his appointment and becomes an Assistant Superintendent of Police It would be desirable to allow a probationer on passing these examinations to become a passed probationer and to grant him an increase of salary but to postpone his final confirmation as an Assistant Superintendent of Police until he has worked for at least one year in charge of a division and is recommended by his Inspector General for confirmation Such an extension of the period of probation would be no hardship to promising officers but might prove of great utility to Government and would certainly conduce to efficiency There is nothing in the objection that it would not be advisable to keep a candidate for so long on probation and then turn him adrift Only unsatisfactory men would be so sent away their number would be few and it is not right to make rules for the convenience of such men No business firm would do such a thing and there is no reason why Government should It would not make the service unpopular nor give it a bad name but would be regarded as what it really is—an attempt to ensure that each officer has some degree of efficiency and usefulness in his particular line of work before confirmation The necessity for the proposal is all the more real on account of the notorious way in which incapable and inefficient officers are retained in Government service after confirmation The Police Commission dealt with the point and after observing that up to a certain point the same emoluments and pension are secured by laziness and incompetence as by energy and capacity recommended that it should be clearly laid down—(It is to be noted that nothing can be done without a rule in India)—that inefficiency which is only another name for uselessness should lead to loss of appointment It is hardly necessary to comment on the fact that such a recommendation should have been thought necessary

62 276 (III) **Conditions of service**—(*a*) *Travelling Allowances*—These allowances are supposed to cover an officer s out of pocket expenses incurred while on tour They are inadequate and should be increased The Police are the greatest sufferers because not only do they tour more than officers of other departments but their work necessitates fewer halts and more journeys The allowances for halts cover expenses but those for journeys do not With frequent halts and few journeys an officer would not be a great loser but the Police Officer with his frequent marches and few halts is out of pocket

The above refers to touring on official duty The rules regarding travelling allowances for transfers require complete revision No officer should be made to suffer in pocket when he is transferred owing to the exigencies of the public service At present no difference is made between the rates allowed to a young bachelor and those allowed to a married man with a family Both are liable to be seriously out of pocket over a transfer but the married man undoubtedly suffers most Cases of injustice do not come to light because officers know that there is nobody who has power to rectify them Certain hard and fast rules exist and the Local Government and the Inspector General appear to be just as firmly bound by them as junior officers In all cases of transfer actual expenses should be paid There should be no rules regarding actual expenses but the Inspector General should be allowed to exercise his discretion

(b) *Payment of Salaries* —The present Account rules should be made much more elastic both as to the time and place of payment It should be the rule not the exception for officers and men to receive their pay not later than the day on which it falls due Many subordinates never are and never can be paid for several days after the due date Ten days or a fortnight s delay is not uncommon and officers are unnecessarily inconvenienced by the system of local payments It is unreasonable that because an officer is sent to an out of the way district he should not be allowed to draw his pay at the Presidency Head Quarters where his bank is but should be compelled to draw it in cash in his own district and remit it to his bank at his own expense and risk It is not a matter of great importance either to Government or to officers but may be quoted as an example of how impossible it is to get rules altered Any officer who appealed to his Inspector General on such a matter would receive an official reply referring him to the section of the Regulations or Code on the subject and the question would be considered closed

(c) *Examinations* —There is at present an extraordinary belief in the value of educational tests by means of examinations and the system is carried to an extreme which it is hard to describe Nobody could reasonably raise an objection to Government prescribing certain tests for the regulation of the admission of candidates to Government service but here the matter as far as Government is concerned should stop The power of exemption from such tests should rest with the Inspector General who may safely be relied on to make exemptions only in the interests of the Force No examinations whatever except departmental examinations should be allowed to act as a bar to promotion to men already in the service and such examinations should be regarded merely as a convenient but inferior method of ascertaining whether a man about whom little is known is fit for a specified post When other proof of such fitness is available it should always be accepted in preference Outside India it would never be believed to what an extent the examination fetish has been carried A Superintendent of an important District loses a subordinate and has another at his disposal not only well qualified but proved by experience to be in every way the most suitable man to fill the vacancy He cannot appoint him or get him appointed because he has not passed some test which perhaps he should have passed as a boy Similar procedure in England would soon be killed by ridicule and any Chief Constable who tried to enforce it would certainly have to leave He would be regarded as not quite sane but nevertheless in India the procedure is followed daily, year after year the very monotony of it having made it appear quite natural Officers become far more concerned with following the rules than with doing what they know to be right The result is far reaching and this will be better realised when it is understood that on the few occasions when the rules are relaxed the relaxation is generally made owing to the alleged existence of some special circumstances No relaxation would be made because a competent and reliable officer reported that in his opinion such relaxation was desirable or necessary The whole system affects the position of officers greatly for it leads subordinates to feel that their officers have little real power and that everything depends on Government and their rules To gain the confidence or win the approval of a Superintendent or even of the Inspector General may be an important step in a Policeman s career but it is not the be all and end all which it should be To obtain a certificate of fitness under some code from the Director of Public Instruction is a far quicker road to success and this in a country where the value of examinations as tests is probably the smallest in the world

(d) *The Inspector General* —The position of the Inspector General should be far more clearly defined than it is at present He should be subject to much less control from Government in all matters concerning his officers than at present however much it may be thought necessary to place him under control in connection with matters of general policy Every possible step should be taken to make him in reality as well as in name the Head of the Police and not merely an Advisory Officer of Government Greater financial freedom should be given to him and in this connection Government themselves undoubtedly require to be freed to a large extent of the trammels of the various codes and regulations which exist for their guidance and possibly interfere on occasions with their accepting the advice or trusting to the judgment of their Inspector General At present the Inspector General is constantly induced to refrain from putting forward proposals which he knows to be right by the knowledge that they will clash with some rule or regulation This system of control of every officer and every subject by means of regulations a system which may be described as a well meaning but futile attempt to make unsatisfactory officers satisfactory by rule of thumb has a most deadening effect and tends to discourage initiative and individuality It reacts throughout the whole Force and results in a levelling down of all officers towards one grade of mediocrity instead of in the encouragement of individual ability the only advantage being that in the case of a weak officer his mistakes and faults are concealed because he has but little scope to display them until a crisis occurs This however is not the way to deal with unsatisfactory officers We attach importance to the point regarding the position of the Inspector General for there is no doubt that a great deal of the control exercised by him over his subordinates relates to matters which would be far better left to the discretion of Superintendents but it is really a reflection of the control exercised by Government over him and until he is free to do instead of to recommend what he knows to be right there is small chance of improvement

62 277 **(IV) Conditions of salary** —Salaries require immediate and considerable improvement We have a great grievance that while our sister services such as the Public Works Department and the Forest Service have been granted the advantages of an incremental system of pay the boon has been denied to us and we have to depend for promotion not on the number of years of service at our credit but on the occurrence of casualties in the higher grades The Secretary of State has adopted the incremental system for other first class services and by doing so has admitted that it is the best and most equitable and we know of no reason why we should be compelled to content ourselves with a less equitable system We do not deny that the fact that an officer of the Public Works Department or of the Forest Service comes out to India with a certain amount of training while a Police Officer comes out untrained and receives his training in India at Government expense is a good and sufficient reason for the latter not being paid at as high a rate as the others during the early years of his service but when officers have been fully trained and have gained experience it is most inequitable that Police Officers whose work is of a far more arduous and responsible nature should be granted not only less favourable terms of pay but a less equitable system of payment This differentiation of treatment in a manner so adverse to the Police has caused more dissatisfaction and feeling of distrust of Government than even the low rates of pay So much has already been written about the disadvantages of the present graded system of pay and the superiority of the incremental system that it is unnecessary to write more and we content ourselves with merely stating

the details of the system which we ask may be introduced with immediate effect

		Rs
Probationers (with no increments until they have passed their examinations or are placed in charge of divisions)		300 00
Officers on passing their examinations or on being placed in charge of divisions to draw pay calculated on an original salary of Rs 300 during their first year with an annual increment of Rs 50 a year thereafter so that an officer placed in charge of a division at the beginning of his third year may draw		400 00
Thereafter officers to rise by annual annual increments of Rs 50 to in their twentieth year		1 25 000
Deputy Inspector Generals	3rd grade -	1 500 00
	2nd grade	1 750 00
	1st grade	2 000 00
Inspector General -		2 500–100–3 000 00

Under this system young police officers will draw lower pay than officers of the Forest Service and Public Works Department during the earlier years of their service but will then draw level with them and have no further grounds for feeling dissatisfied and discontented at an unreasonable differentiation being made between themselves and others who in education status and usefulness are in no way their superiors With regard to the pay of Deputy Inspectors General the Royal Commission have already had communicated to them our grievance on this subject and are aware of the recommendations of the Police Commission that they should be graded as we now propose The Commission are doubtless also aware of the refusal of the Government of India to accept those recommendations and the reasons assigned for that refusal We would point out that those reasons no longer exist and we would ask that the Royal Commission may be pleased without further hesitation to recommend that these proposals may now be sanctioned with retrospective effect from the date from which the reasons recorded against them by the Government of India ceased to exist We have a further grievance in respect of the salaries of Deputy Inspectors General which we ask may be rectified Under a certain set of rules officers in certain other Departments when officiating in administrative appointments receive the full pay of their rank while police officers come under another set of rules and when similarly officiating have to be content with smaller allowances We have never been able to understand why this distinction again adverse to the police should be made and would request that the police may be placed under the more favourable rules We base our request however not merely on the grounds of unfair differentiation but chiefly on the merits of our case for we feel sure that the Royal Commission will recognise and admit the justice of the claim that the few senior administrative officers in the Force should stand on an entirely different footing to executive officers and should be entitled to special treatment At present in the case of an officer holding an appointment which carries a local allowance promotion to act as a Deputy Inspector General brings little financial gain unless the acting appointment is likely to last for a long time

In this connection we wish to bring to the notice of the Royal Commission the very illiberal treatment of the Police in the matter of administrative or higher appointments We recognise that the creation of any such appointments for the sole purpose of increasing the emoluments of police officers regardless of whether they are required in the interests of the efficiency of the Force is out of the question but a very small experience of the working of the Police in this Presidency will prove conclusively that at least three more officers of this grade are really required and that efficiency has been sacrificed to economy Simultaneously the interests of the officers of the Police service have suffered and they have far fewer opportunities of earning the small increase to the pension granted to holders of such posts than officers of other services

62,278 **(V) Conditions of leave**—We ask that the rules regarding the grant of leave may be simplified and that leave allowances may be made more liberal The present Leave Rules form an excellent instance of how immutable rules and regulations can become The grant of leave is at present restricted in many curious ways by regulations which have no recommendation whatever beyond their antiquity and which cause inconvenience not only to officers but to Government also Each rule probably served some useful purpose in olden days when conditions were entirely different and full pay leave was intended to be taken only in India but though out of date they are still rigidly enforced All rules regarding the method of taking leave may with advantage be abolished All that is required is a rule regarding the amount of leave that may be earned The grant of leave cannot be equitably settled by rule or regulation It is a matter which should rest entirely with the Inspector General of Police who alone is in a position to say whether he can spare an officer on leave or not Privilege leave should be allowed to accumulate with the permission of the Inspector General to any amount exceeding three months which he thinks fit Officers should be allowed to commute half pay leave into leave on full pay for half the same period and to combine such commuted leave with Privilege leave

With regard to leave allowances we ask that a minimum furlough allowance fixed in sterling on a scale sufficiently liberal to enable officers to enjoy a reasonable amount of leave to Europe may be allowed The leave allowances granted to Military Officers and to officers of the Indian Civil Service have long been fixed in sterling and the adoption of this method for other services will undoubtedly obviate difficulties in future It is the only rational way of fixing leave allowances for officers proceeding to Europe receive and spend their allowances in countries with sterling currencies and there is no reason why the value of the rupee should enter into any calculation connected with the subject

62 279 **(VI) Conditions of pension.**—We wish to emphasise most strongly the importance of this subject because it is one regarding which the Police undoubtedly feel that they have been most unfairly treated The details of our grievance regarding it have been set out so clearly and so forcibly not only by the Police Commission but in various memorials that it is unnecessary to recapitulate them here and we therefore merely state our prayer for redress and beg the Royal Commission to consider the matter carefully for we feel confident that if only we can obtain a calm consideration of the question by an independent body we need have no fear regarding the decision

We ask for—

(1) The privilege of optional retirement after 25 years service on full pension

(2) The privilege of optional retirement after 20 years service on a reduced pension

(3) A scale of pension fixed to enable officers to live after retirement quietly but in reasonably moderate comfort and

(4) The fixing of the scale of pension in sterling for all officers who retire to Europe

The scale we ask for is as follows —

After 25 years service optional retirement on 600*l*
20 , on 400*l*
10 retirement on medical certificate on 200*l* with an additional 20*l* for each additional year of service up to 19 years

After 5 years of approved service in the rank of Deputy Inspector General an additional 100*l*

After 3 years of approved service as Inspector General an additional 100*l*

We realise that pension is in the nature of deferred pay and that the amount of a pension must be regulated by the amount of pay drawn before retirement but without entering into detailed calculations we ask that the above scale may be adopted as that to which an officer who has risen in the ordinary course through the gazetted ranks should be entitled and that officers who have not so risen should be granted similar pensions reduced proportionately to their service

Before leaving the subject we would ask the Commission to consider very carefully the origin of the present fixed maximum of Rs 5 000 for pensions It was a purely arbitrary limit fixed we understand in the time of the Honourable East India Company The Directors when fixing this limit would doubtless have been actuated by a natural desire to prevent pensions attaining a larger sum than that which they considered necessary to enable their officers to retire in moderate comfort They accordingly fixed the limit at a sum which in those days was reasonably attractive viz 500*l* We now ask for no more than a sum which in these days may reasonably be said to be similar

It is not necessary for us to comment on the fact that the present maximum pension arbitrarily and accidentally fixed in terms of rupees is actually worth 62 10*l* less than that considered reasonable over fifty years ago

62 280 **(VII) The working of the existing system of division of services into Imperial and Provincial** —The existing division is satisfactory but it is only on trial and it is too early for any definite pronouncement to be made It has been working satisfactorily and should not be altered There is no doubt that the Police Force in India must be officered mainly by Europeans for many years to come Theorists may urge the contrary but it is impossible to get over the fact that the rank and file do not desire and will not stand such a change We are of opinion that the Provincial Service should be made more attractive than it now is and we recommend that officers should be placed on an incremental system of pay We consider that all appointments should rest as at present with H E the Governor but that the nominations should rest with the Inspector General of Police the present Board of Selection being abolished The continuance of the Board merely reduces the responsibility of the Inspector General and associates with him two gentlemen with no particular knowledge of the requirements of the Police Force and no better local knowledge than can be obtained from many other gentlemen

With regard to promotions from the ranks the system has not so far been highly successful for though there have been brilliant exceptions the average Inspector seems to find difficulty in forgetting that he has been an Inspector and in accustoming himself to his new conditions The system however is still on its trial and the full effect of its introduction has not yet made itself felt, for none of those hitherto promoted can be said to have enlisted originally with a view to eventual promotion With reference to the rule that not more than two officers of the rank of Deputy Superintendent may be promoted to the rank of District Superintendent any fixing of numbers is wrong A Deputy Superintendent has to be a very exceptional man to merit promotion to the rank of District Superintendent and when more than two such are found in the Force they should be promoted without hesitation Less than this is an injustice to Deputy Superintendents On the other hand, if there are no Deputy Superintendents fit for such promotion it is equally wrong to promote them merely because they are natives of India Efficiency should be the only test and the good of the Force the only consideration in making appointments Any artificial rules made to favour or disqualify natives of India are wrong in themselves and should not be allowed to exist They may result in a little temporary popularity for a Government or a Governor but in reality they bring the Government into contempt Further all such rules must react most unfavourably on our native officers as they detract from the position of one who has won his promotion by merit, and are a distinct discouragement to others to rely on merit and efficiency alone for getting on The rule that efficiency alone should be the test for promotion should be carried out in its entirety and any District Superintendent promoted from the grade of Deputy Superintendent should be eligible for promotion to the rank of Deputy Inspector General if considered by the Inspector General to be the best man for the post

62 281 **(VIII) The relations of the police with the Indian Civil Service and other services** —The relations of the Police with members of the Indian Civil Service are in this Presidency all that can be desired We are subject to no departmental interference from District Magistrates such as officers in certain other Provinces seem to suffer and in consequence the relations between the two services are cordial All officers realise that the District Magistrate is head of his district and most realise that if such a head did not exist chaos would result There is great room for improvement in our relations with subordinate Magistrates, but until an entirely different class of officer is obtained for these appointments little improvement can be hoped for in this matter

There is one point with regard to the Indian Civil Service which we have reserved till now though it is by no means of least importance We are exceedingly jealous of the appointment of Inspector General of Police We admit that if there is no officer in the Police Force fit for the appointment it is only right that Government should go outside to make their selection but we do ask that it should be a definite instruction to Government that if a Police Officer is available the appointment should invariably be given to him We have no desire to go into the question of the appointments made in the last 19 years during which period various Governments composed of a majority of members of the Indian Civil Service have failed to find a single officer other than members of that service fit for appointment to the post We however most earnestly pray that the Royal Commission may be pleased to recommend that the simple instruction which we have suggested may be given We believe that it will result in the number of appointments given to Police officers in future being exactly in proportion to the number of occasions on which members of the Indian Civil Service have been favoured in the past

Mr F B M CARDOZO called and examined

62 282 (*Lord Ronaldshay*) Witness was a third grade superintendent of police, and was now acting as a superintendent of the railway police He entered the service under the old rules by nomination and had had experience in many districts The written statement put in did not express quite correctly the matured opinion of his brother officers It was prepared by an officer who had not the means of approaching the others at the time and the suggestions made were not acceptable in detail to all alike It was not however very far amiss

62 283 He was satisfied with the existing system of examination and was of opinion that it gave a better personnel than the old system Most of the officers were in favour of the present system of recruitment and training but there was a minority in favour of selected candidates going through the course recommended by the Police Commission in paragraph 64 of their report

62 284 It was necessary to retain a colour bar for the examination in England as the department should be manned almost entirely by Europeans and the Indian already had an avenue into the service in India Such Indians as were employed in the higher service should enter by promotion from the provincial service and not under any system of examination and there should be no direct recruitment of them at all A certain number of superintendentships should be set aside and the officers promoted to them should be treated in exactly the same way as Imperial officers This would provide for Indians and at the same time safeguard the interests of English officers as they would be recruited against a definite number of superior posts and would know their position before

they came out to India The objection to having no particular number fixed for Indians would be that an Englishman recruited in England would never know how he stood Also every appointment would create ill feeling between the two branches of the service There were 34 district superintendents in the cadre three of which should not be held by Indians which left 30 If Indians were given 3 out of 30 they would get 10 per cent and this ought not to be exceeded at present

62 285 The scheme put forward in the written statement for the training of assistant superintendents in languages was not workable at all It would probably be necessary to divide the Presidency into two separate language areas into which assistant superintendents would be posted according to their knowledge of the particular language Every police officer should possess a far better colloquial knowledge of one language than he did at present The examinations did not test colloquial knowledge sufficiently too much stress being laid on reading writing and translation The Inspector General should have the right of telling an officer which particular language he was to take up Facilities for passing in languages should be granted in the way of language leave as was granted to officers of other services like the Public Works and the Forest departments

62 286 Officers should have at least one year s practical training before being allowed to assume charge of a subdivision The difficulty of a second year s probation could be got over by increasing the cadre If the grades of assistants were kept filled 14 in the first 14 in the second 8 in the 3rd and 5 or 6 permanently as probationers would meet the case

62 287 The inspector general should be a police officer If no police officer was available locally a local civilian would make a more satisfactory inspector general than a police officer brought in from another province

62 288 Promotion had been extraordinarily rapid within the last few years but a serious block was anticipated shortly The officers now at the head of the list with one or two exceptions could remain on practically indefinitely and many junior officers had no prospects whatever of gaining the higher grades The condition of affairs would prove in a few years time the necessity of a time scale

62 289 There should be two time scales one for assistant superintendents and one for superintendents Deputy inspectors general were better on the graded system

62 290 There should be no exceptions to the 55 year rule for retirement

62 291 The request for full pension after 25 years service was made partly in order to put the service on terms of equality with other services but mainly owing to the fact that after 25 years service an officer was not really fit to be a superintendent He would be fit for the higher grades if he had promotion in time but the duties of a superintendent were far too exacting for him to carry out Experience showed that a police officer who had reached the age of 46 was no longer capable of discharging efficiently his duties as a superintendent with certain exceptions There was only one superintendent now with 25 years service Retirement after 25 years on the present pension would be more acceptable than retirement after 30 years on a larger pension because in the latter case the chances of getting a pension at all were remote Since 1902 a dozen officers had died and only about the same number had completed 30 years service Three had died during the first five years of their service The others were men with from 10 to 16 years service and one was a deputy inspector general

62 292 If there was power to commute furlough to shorter periods of leave on full pay the difficulty with regard to furlough allowances would be got over Officers would prefer two thirds of their furlough on three fourths pay

62 293 The expenses incurred by an officer in the purchase and upkeep of his uniform were large at first During his service the uniform had been entirely changed about five times and it had been a very heavy item

62 294 The title of superintendent was not objected to in the presidency

62 295 He did not favour the existing board of selection for the Provincial service believing that the Inspector General was a very much better officer for selecting candidates for the police as he knew what was wanted and the class of men required The other members of the board had no knowledge in that direction The existence of the board however was satisfactory to the general public and no real disadvantages arose from the appointments being made on the advice of the board instead of on the advice of an individual The idea was that it gave the Inspector General more prestige to put the matter entirely in his hands as his officers then realised that he was the head of the department

62 296 There had been one or two appointments of deputy superintendents from other services but that was objectionable because outside men had acquired certain habits in their former services where they had held a certain authority and they were not so amenable to discipline as they should be

62 297 (*Sir Theodore Morison*) A police officer at 46 would not be so utterly broken up as to be unable to work but his work would have to be light The suggestion for early retirement was not made in order that a man might proceed to England and take up other work such as that of a chief constable but it was possible that a retiring officer might be able to do that as service in England was very different from service in India The desire for optional retirement after twenty years service was due to the fact that some officers were not able to keep their health in the country or had their family life broken up by their wife and children living in England It was not always possible for a man to obtain a medical certificate He might not be incapacitated though his general health might suffer very greatly and his family might be ill Retirement after twenty years was permitted in other services and in the police service in England

62 298 (*Mr Abdur Rahim*) It was true that under the present rule a man of German Spanish Italian or Greek descent could enter the Imperial police force whereas an Indian was excluded but it was the opinion of the Indian officers in the police itself that the superior service should be manned almost entirely by Europeans No doubt Indians desired more facilities for entrance to the Imperial service but the vast majority of them were in favour of a European preponderance Candidates who hoped to get appointments in the Imperial service no doubt did not wish the colour bar to remain but the rank and file would rather serve under a European officer He had consulted constables head constables and sub inspectors on the matter both before he was asked to give evidence and afterwards and they agreed with him on the subject It was not advisable to give Indians more chances of entering the Imperial service on the ground of efficiency

62 299 The office of inspector general of police should be definitely reserved for the police if possible He had not suggested that civilian officers had not made very successful inspectors general In Madras a civilian officer was not from the very beginning of his service in touch with the police He tried magisterial cases but had nothing to do with the police in their way of management or control In case of riots the police were under his orders but the ordinary routine did not come under his notice Thus when a civilian became inspector general he had no knowledge of the working of the department until he had been in office for some time

62 300 (*Mr Chaubal*) The amount of language leave should be that allowed to other services namely three months on full pay and should be spent at the Vellore school The recruit had to put in one year at the Vellore school but he might not pass in language Language leave would be for those who had failed in the school examination and were out in districts In the school they only passed in the lower standard

whereas there should be a much stiffer colloquial test subsequently An officer might have only a limited time to prepare for his examination and might be in charge of a sub division doing important work requiring the whole of his attention and have no time to spare for the study of a language He should pass the colloquial test within four years of arrival in the country and should not receive promotion until he had passed it and for that purpose study leave was necessary The Government of India resolution laid down that an officer should have 18 months training in a school but it had been found better in Madras to give one year in the school and work in the district for the remainder of the time Taking into account that 18 months and three months language leave out of his first four years service he would have served only two years and three months

62 301 There had been only one extension of service given after fifty five years of age Most of the officers retired as soon as they attained the age of fifty five which sometimes would amount to more than thirty years service The option to retire after twenty five years service was likely to be taken advantage of by quite fifty per cent of the officers Some would continue to serve but that did not negative the view that many officers would go after twenty five years service if an option was given It was necessary that men should be allowed to go in the interests of the service itself and the Government should have a right to compel any officer to go if he was not fitted for full work The average service of all officers who retired from the police was twenty three years including those who had been invalided

62 302 (*Sir Murray Hammick*) The house grievance was not a pressing one in Madras

62 303 The expense of transfer was a great grievance The opinion of the department was against a fixed travelling allowance and in favour of retaining the present daily scale of halting allowance but an increased allowance while moving in camp was necessary The Government would of course have to fix a limit but it should be a liberal one The service would like the Government to lay down a schedule of so many maunds of baggage so many horses carriages &c but there was also the question of servants and families

62 304 The present provident fund was insufficient and a family pension fund was much needed If a time scale was adopted Government should insist on making everybody pay a sufficient amount to produce a family pension

62 305 The reference in the written statement to a superintendent in a district not being able to appoint a suitable man because he had not passed a test referred more to the appointment of sub inspectors A sub inspector who has passed a university test might not be the most suitable candidate

62 306 Three more officers of the deputy inspector general s grade were required because the deputy inspector general had so much moving about to do that it was impossible for him to keep in touch with his officers and to supervise their work properly Therefore the suggestion was put forward that there should be two more ranges for deputy inspectors general and a third deputy inspector general should be at head quarters instead of an assistant inspector general to assist the inspector general It would give the department great satisfaction to have a deputy inspector general at head quarters A scheme had been submitted to Government to divide up the southern range and to make a fresh charge at Trichinopoly for the southern districts With equal reason the central range should be split up especially now that the Criminal Tribes Act was being worked in the province The northern range was not so heavy but an officer could not visit it in the way he ought to be able to do

The witness withdrew

M R Ry Rao Bahadur P PARANKUSAM NAYUDU Garu Deputy Commissioner of Police Madras City

Written Statement relating to the Police Department being the views of a majority of the Members of the Madras Provincial Police Service*

62 307 **(I) Methods of recruitment**—It is suggested that a larger number of candidates than are actually required for appointment as Deputy Superintendents of Police may be selected by the Board consisting of the Chief Secretary to Government the Inspector General of Police and one other member, and they may also be subjected to a competitive examination on the results of which the required number may be chosen In making the selection special consideration may be shown to such of the candidates as belong to families of persons who have rendered meritorious services to the State

NOTE —(*a*) Some members are of opinion that the candidates for the Provincial Service may be selected only on the results of a competitive examination

(*b*) A few members suggest that a fair representation of all classes may be in the Provincial Service

The present method of recruiting half the number of officers from the Inspectorate may continue

As the efficiency of the officers of the Provincial Service mainly depends upon the administrative capacity of the European Officers under whom they are placed to serve it is considered desirable that the Imperial Service should be made more attractive than it is now At present the number of appointments in the higher grades is very limited and the pay of the officers of the higher ranks is less attractive than in other departments To secure therefore a better class of European officers it is suggested that more appointments in the higher grades may be created for the officers of the Imperial Service the pay of the First Class Deputy Inspector General being raised to Rs 2 000 and two more posts of Deputy Inspector General may be created to make the force more efficient The Circars may form one range the Ceded districts the second the Carnatic districts the third Coimbatore and West Coast districts the fourth and the four southern districts the fifth range The First Grade may comprise a larger number of posts than hitherto

NOTE —A few members think that this proposal is not necessary

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* In submitting this written statement the witness wrote as follows —

In response to my invitation 27 officers communicated their views to me I summarised their views and prepared a memorandum and forwarded two copies of it to all the officers of the Provincial Service, requesting them to favour me with their remarks thereon

The officers named below have entirely agreed with the proposals made in the memorandum —

1 M R Ry Rao Bahadur P Parankusam Naidu Garu
2 J McLaughlin Esq
3 Mr Muhammad Aminuddin Sahib Khan Bahadur
4 M R Ry Rao Bahadur T Jay Singh Garu
5 M R Ry P Sanyasayya Naidu Garu
6 M R Ry C S Sundara Mudaliyar Avergal
7 M R Ry P Devaraja Mudaliyar Avergal
8 F D D Anderson Esq
9 M R Ry F B Selvanayagam Avergal
10 M R Ry M Govinda Nair Avergal B A B L
11 M R Ry V Ramachandra Iyer Avergal, M A
12 M R Ry V Rangachalu Avergal B A
13 M R Ry Rao Sahib S Bavanandam Pillay Avergal
14 M R Ry G Rajagopala Rao Garu B A
15 Mr N A Syed Muhammad Macci Sahib B A
16 M R Ry A K Raja Aiyer Avergal B A
17 M R Ry T Devaraja Mudaliyar Avergal B A

The names of such of the officers as did not entirely agree with the proposals are given below Their views have been embodied in the notes subjoined to the proposals —

1 M R Ry Rao Bahadur V Ramaswamy Iyengar Avergal
2 E H H Lewis Esq
3 M R Ry M S Ramaswamy Iyer Avergal, B A
4 M R Ry S Seshadri Iyengar Avergal
5 M R Ry Rao Sahib P Subba Iyer Avergal
6 M R Ry N Ramanuja Aiyengar Avergal, B A
7 Mr T Kunhi Ahmed Kova B A
8 M R Ry S Ponnuranga Mudaliyar Avergal, B A
9 M R Ry M S Subramania Ayyer Avergal, B A
10 M R Ry K Chandrasekharam Pantulu Garu '

62 308 **(II) Systems of training and probation** —The present system of training may be modified as suggested below

Officers of the Provincial Service may be trained in the Vellore School in drill and law for a period of six months and for a further period of the same duration in the special subjects of criminology disguise identification photography and other practical allied subjects and they may then be posted to a district and placed under a District Superintendent for another period of six months, after which period they may be posted to a circle for an additional period of six months If they are favourably reported on and are found fit for the post of Deputy Superintendent they may be confirmed otherwise it is for the Inspector General to decide whether they deserve to be given a further trial In case this course is decided on the period of probation may be extended by another six months under a different District Superintendent Practical training as to the work to be done in cases of emergency such as an outbreak of a serious riot may also be arranged for as is the case in the army where men and officers are made to go through sham fights and such like

An experienced officer of the rank of District Superintendent may be appointed as Principal of the Vellore School in lieu of the present practice of appointing to that office an Assistant Superintendent or a junior District Superintendent

Gazetted officers of proved merit and capacity in a particular branch of the Police Service may be appointed as Lecturers in the Vellore School instead men of the rank of Inspector

62 309 **(III) Conditions of service** —The Provincial Service may be kept distinct from the Imperial Service There are 40 posts of Deputy Superintendents and 34 of District Superintendents No fewer than five posts of District Superintendent may be reserved for the officers of the Provincial Service of which one will have to be the Deputy Commissionership of the Madras City Promotion to the rank of District Superintendent need not solely be by seniority If the Government consider that any officer of the Provincial Service is fit for the post of Deputy Inspector General he may be promoted to that rank one such appointment being reserved for the Provincial Service

NOTE —Some members are of opinion that the distinction between the Imperial and the Provincial Service may be dispensed with. A few think that at least one third of the total number of posts of District Superintendent should be reserved for the officers of the Provincial Service

62,310 **(IV) Conditions of salary** —The present allowance of Rs 100 granted to the probationers under training in the Vellore School being considered inadequate since they have to maintain a horse and to incur charges on account of house rent it may be raised to Rs 150 *per mensem* at least

Deputy Superintendents may begin with a pay of Rs 300 This is necessary to remove the present anomaly of Inspector Deputy Superintendents superseding Deputy Superintendents directly recruited and being ranked over them

The excess of pay of the District Superintendent 4th grade (Provincial) over that of the Deputy Superintendent 1st grade is only Rs 100 This is hardly commensurate with the greater responsibility and larger expenses incidental to the former appointment

One post of District Superintendent on Rs 1 000 and four in the last three grades may be reserved for the Provincial Service Acting promotions to the intermediate grades may be given to the officers of the Provincial Service as is done in the case of officers of the Imperial Service If not a system of annual increments of Rs 25 may be introduced up to a limit of Rs 500

Deputy Superintendents may also be allowed first class travelling allowances This is necessary in view to maintain the prestige of this class of officers The expenses of travelling of an officer of the rank of Deputy Superintendent are obviously greater than those of an Inspector who is at present entitled to almost the same travelling allowances as those granted to Deputy Superintendents Officers of similar status in the Telegraph Postal Abkari Land Records and Public Works Departments are treated as officers of the first class

62 311 **(V) Conditions of leave** —Six months privilege leave may be allowed to accumulate and officers may be permitted to avail themselves of it at any one time The officers of the Police Department may at any rate be considered worthy of this special concession owing to the arduous work they are expected to perform both day and night and on holidays and to the fact that in order to avoid break in their work they seldom avail themselves of the leave to which they may be entitled.

62 312 **(VI) Conditions of pension.**—Officers of the Provincial Service may unless in exceptional cases be required to retire from service when they attain the age of 55 years They may further be allowed to retire on medical certificate on half pay on the completion of 20 years service and optionally at the end of 25 years service The period of three years the average emoluments of which are now taken into account for calculating one s pension may it is suggested be reduced to two years in future

62 313 **(IX) Other points** —The officers of the Provincial and Imperial Services may be provided with free quarters or given house rent allowance in lieu thereof

It is the opinion of the officers of the Provincial Service that Assistant and Deputy Superintendents of the first and second grades may be placed in charge of Sub Divisions without distinction and that the junior officers of both the services may be employed as Personal Assistants to District Superintendents barring exceptional cases where an experienced Indian Officer may be required for employment as Personal Assistant

Rao Bahadur P PARANKUSAM NAYUDU called and examined

62 314 (*Lord Ronaldshay*) The witness was appointed to the provincial service by promotion and represented the whole of the deputy superintendents but there was some difference of opinion amongst them about certain details

62 315 The present proportion of direct recruits was 50 per cent but this should be reduced to 40 and graduates of respectable families should be encouraged to enter the force as inspectors and sub-inspecters

62 316 He was satisfied with the present system of nomination but some officers desired to have an examination in order that those who were not educationally qualified should be kept out So long however as only two or three vacancies occurred each year a competitive examination would be out of the question But if there were anything like 10 vacancies the Government might select about 50 candidates to compete for the posts

62 317 The distribution of work between assistant and deputy superintendents was not satisfactory Senior deputy superintendents did not like to be appointed personal assistants They wished for more executive work The work should be equally distributed between the deputy and assistant superintendents and the personal assistants should be appointed from newly recruited men from both ranks They would thus have a good opportunity of learning office routine Under certain circumstances an experienced Indian would be required as a personal assistant as in a district where there was political crime Under the present system the lower grade deputy superintendent was put in charge of sub division whereas a senior grade deputy was appointed a personal assistant and that created a certain amount of discontent among the senior officers

62 318 At the present time two superintendentships had been filled up by members of the provincial service but five might be set aside If that was done the officers would be satisfied Promotion from the provincial service should be the only method of access to

the higher posts for Indians In time 25 per cent of the superintendentships might be given to the provincial service A deputy inspector generalship need not be reserved exclusively for the provincial service but it should not be closed to them

62 319 A deputy superintendent was generally promoted to be a superintendent at about 40 or 45 years of age The inspector general should have complete discretion to select men for promotion, but both the promoted and the directly recruited deputy superintendents should have their chance If there were six places reserved three should be given to the one class and three to the other but if only five then three should go to the promoted officers and two to those directly recruited Promoted deputy superintendents were promoted after long service and proved merit and they would have very few years in which to complete their service and therefore they should be given more advantages than persons who came in directly and received higher pay from the beginning

62 320 Generally speaking a time scale of pay was preferred A special allowance should be given for serving in criminal districts and no one should be asked to serve in a malarial district without sufficient compensation In order to encourage good officers to remain in such districts special allowances should be given

62 321 There was no feeling in Madras amongst the provincial service officers with regard to uniform but some of the directly recruited deputy superintendents desired to have the same uniform as the imperial officers There was no weight however in that request

62 322 (*Sir Murray Hammick*) The rule now was that only 10 per cent of the inspectors were appointed direct and the rest were promoted from sub-inspectors As almost all the inspectors who were promoted to be deputy superintendents were men who had served several years as sub inspectors and then as inspectors they were of considerable age Graduates of good families should come into the service and rise in the department more quickly than at present

62 323 The pay of the deputy superintendent was not sufficient especially the Rs 250 initial pay The Rs 100 received on probation also gave rise to discontent as probationers had to maintain a horse and pay house-rent The probationers pay should be Rs 150 In the top grades there was no complaint at present chiefly because they were filled by deputy superintendents who were fairly young men When they became older and found they could not be superintendents they would probably become discontented In comparison with deputy collectors they were not treated fairly because the deputy collector received Rs 800 and had less work and anxiety He would like to modify the proposal as to pay by saying that an incremental scale from Rs 300 to Rs 800 would be better than what had been put forward in the written statement

62 324 Deputy superintendents had a real grievance in connection with transfers and travelling allowances in that they were treated as second class officers and had to travel in the same compartment as their sub inspectors A few deputy superintendents paid the extra fare and travelled first-class It was important to give first class travelling allowances They suffered on transfer exactly in the same way as assistant superintendents

62 325 He himself had a house in the city provided rent free by Government

62 326 (*Mr Chaubal*) Graduates of good families were required for deputy superintendents as well as for inspectors and they should be better men than those that entered the provincial civil service because other qualifications were required besides education Such men might be attracted to the police service as inspectors if they knew they had the chance of rising to the deputy superintendent s grade The five posts of superintendents he had proposed would be the only posts open to all the deputy superintendents and to such of the inspectors as became deputy superintendents The five posts would be the highest goal for 34 deputy superintendents and about 200 inspectors but in the course of time it was proposed that this number should be raised to eight or nine

62 327 The 17 men who agreed in full with the views contained in the written statement were both promoted and directly recruited deputy superintendents and amongst the other 10 names four were directly recruited and six were promoted from first class inspectors who all rose from the ranks

62 328 The majority of the present imperial officers were good but there were some who were not so good as they ought to be An improvement might be obtained by increasing the salaries so as to offer inducements to a better class of men to compete for the examination in England The first examination brought out three very good officers but no such officers had come out since and from that experience it was believed there was no proper inducement in England for the better class people to compete at the police examination. The three good officers who were attracted in the early days had the same salaries and prospects that were offered now but the cost of living then was not so high.

62 329 Provincial officers had to wear a puggaree if they were Indians and had no option in the matter If a man desired to wear a helmet and the Government had no objection to his doing so he himself had no objection

62 330 (*Mr Abdur Rahim*) It was purely his personal opinion supported by some of the officers of the service that the door in London to the Imperial service should remain closed to Indians So far as the present officers in the service were concerned it was not of practical interest to them whether this door remained open or closed, so long as they received some of the appointments

The witness withdrew

At Bombay, Wednesday, 11th February 1914

PRESENT

The EARL OF RONALDSHAY M P (*in the Chair*)

Sir MURRAY HAMMICK K C S I C I E
Sir THEODORE MORISON K C I E
MAHADEV BHASKAR CHAUBAL Esq C S I
ABDUR RAHIM Esq

And the following Assistant Commissioners —

P A KELLY Esq Assistant to the Deputy Inspector General of Police Criminal Investigation Department
Rao Bahadur DAMODARDAS VRIJBHUKHANDAS Deputy Superintendent of Police
K W DEIGHTON Esq Officiating Deputy Inspector General of Police, Nagpur

M S D BUTLER Esq C V O, C I E (*Joint Secretary*)

M KENNEDY Esq C S I Inspector General of Police Bombay

Written statement relating to the Police Department

I—IMPERIAL SERVICE

[*In regard to the Imperial Service the Witness agreed generally with the corporate written Statement put in by Mr Souter Honorary Secretary of the Bombay Presidency Indian Police Association (vide paragraphs* 62 394–401) *but in addition recorded the following views*]

62 331 **Methods of recruitment**—I would also suggest that in view of the prime importance of a thorough knowledge of the vernaculars for the efficient discharge of official duties in India and for the promotion of social intercourse with Indians the syllabus and marking at the competitive examination should be so arranged as to encourage to a greater extent candidates with an aptitude for acquiring modern languages Ability to acquire a good colloquial knowledge of a language is essential in a police officer and a good knowledge of European languages is indicative of the possession of this ability

62 332 **(II) Systems of training and probation**—I am doubtful whether the present system under which a newly appointed officer undergoes a course of training which lasts from 15 to 24 months at the Police Training School before he is posted to a district is an improvement on the old system or that the results are commensurate with the cost to Government

I incline to the opinion that active work in a district coupled with a certain amount of mild responsibility is better training than that which is imparted at a training school The young probationer is now trained at the school at Government expense Government providing him with instructors while he studies for his law language drill and equitation examinations, and to this extent his pocket is saved But it is an open question whether the probationer acquires as good a mastery of the vernacular as his predecessor used to do under the old system under which he was attached to a district straight away I do not think he does And I regard the substitution of one examination in a vernacular to be passed from the school for the lower and higher standard examinations of former days as a retrograde step The matter is however at present under the consideration of Government In this connection I would also add that in my opinion the standard of *colloquial* knowledge of the vernacular should be considerably raised in order to ensure *real fluency* and that less importance might be attached to the translation of difficult English into classical vernacular At a school the probationer has not the chance of studying his subjects drill and equitation excluded in their practical application as he used to have when actually assisting in the police work and administration of a district

62 333 **(III) Conditions of Service**—In respect to what has been stated as regards filling the appointments of Inspector General and Commissioner of Police Bombay I am strongly of opinion that should Government at any time feel they are unable to make suitable selections for these posts from among the officers of the Imperial Service in the Bombay Presidency it would conduce to greater efficiency and to the interests of the Service at large if Government conferred these appointments on police officers of the Imperial Service from some other Province Taking the entire Imperial Service in India into consideration it is in the last degree improbable that suitable police officers could not be found to fill these police appointments

With reference to the item Travelling Allowance above I consider the present mileage and daily allowance rates to be inadequate to the conditions of police service especially in view of the enormous advance in prices all round since the rates were fixed and I am of opinion that at least a 20 per cent increase on these allowances is necessary to reimburse the out of pocket expenses of police officers called away from their headquarters on tours of inspection investigation of serious crime &c

In regard to the daily allowance of Assistant Superintendents of Police a curious anomaly seems to deserve being brought to the notice of the Commission An Assistant Superintendent draws a daily allowance of Rs 4 whereas an Assistant Collector not in receipt of permanent travelling allowance is entitled to Rs 5 There is absolutely no justification for this differential treatment Both are officers of the same status and position while the conditions of touring are if anything more advantageous to the young officer in the Civil Service than to the young police officer

62 334 **(V) Conditions of leave**—In my opinion the minimum allowances on furlough and during leave on medical certificate at present fixed should in view of the enhanced cost of living both in India and in England be increased by at least 25 per cent Further that should the proposals advanced in the corporate written statement *vide* p under Conditions of Salary not commend themselves in their entirety to the Royal Commission the allowances on furlough and during leave on medical certificate should for the same reasons be similarly enhanced

I would advocate permission to accumulate privilege leave up to four months

I am strongly of opinion that in consideration of the fact that service in India as a whole and particularly in the Police has become more strenuous exacting and responsible some easing of the leave rules and improvement in leave allowances are absolutely necessary in the interest of the health and efficiency of officers and to render the service reasonably attractive

62 335 **(VI) Conditions of pension.**—A very real grievance which has not been touched on in the Association s written statement (*vide* p 102) is that though an officer has to serve 30 years he can secure no larger pension than he would if invalided after 25 years Moreover Article 474 of the Civil Service Regulations purports to give an officer with 25 years service a pension of thirty sixtieths of his average emoluments Now the average emoluments of an officer with 25 years service would not ordinarily be

less than Rs 1 000 at the lowest computation Thirty sixtieths of one half of this is Rs 500 per mensem or Rs 6 000 per annum but the maximum limit prescribed in Article 474 comes into operation and reduces his pension to Rs 5 000 per annum or Rs 416 per mensem and the injustice of this maximum limit is more pronounced as an officer s average emoluments increase

With reference to the arguments advanced in the Association s written statement in favour of shortening the length of service for pension I would respectfully draw the special attention of the members of the Royal Commission to the pension conditions obtaining in the Metropolitan Police in London and in the Royal Irish constabulary In these services it is I understand possible for an officer to retire on a proportionate pension after 15 years service and on a full pension after 25 years and if those regulations are considered advisable and necessary in the case of men serving under normal conditions in their own country how very necessary would some relaxation of the present 30 years pension rule appear to be in the case of Indian Police officers who serve under abnormal conditions in the uncongenial and enervating climate of this country

In respect of the pensions urged in the Association s written statement after careful and long consideration I think that the amounts proposed are eminently reasonable The value of the rupee has as is well known greatly depreciated since the present scale of pension which was intended to represent 500*l* a year was fixed at the same time the cost of living has enormously increased and the present pension is no longer an adequate return for 30 long years of the strenuous work now expected of an Indian police officer It must also be borne in mind that the pension of Rs 5 000 was fixed in proportion to the maximum salary which was at that time drawn Economic circumstances having since then necessitated an increase in the maximum salary a corresponding rise is called for in the amount of pension Should it so happen that the Royal Commission is unable to see its way to recommending the scale of pension proposed above the only *alterations* in that scale which I can suggest are that the optional pension after 20 years service should be 350*l* that the retiring pension after 25 years service should be 500*l* and that the pension for officers who have put in three years approved service as Deputy Inspector General should be 600*l* Lastly if the Commission hold that because Police officers commence their service at an earlier age than officers of other sister services who go through a course of training before coming to India they should therefore serve longer for pension I would suggest as a *via media* that the time spent by police probationers under training in this country should not be reckoned as service for pension and that a full retiring pension should be admissible to them on completion of 25 years service from the date of confirmation These proposals represent in my opinion the irreducible minimum beyond which it is impossible to go in so important a matter which affects the vital interests of the service

62 336 **(VII) Such limitations as may exist in the employment of Non Europeans and the working of the existing system of division of services into Imperial and Provincial** —The existing system of dividing the Police Service into Imperial and Provincial Branches should in my opinion be maintained In the conditions of India at present the maintenance of a provincial service in the Police is necessary in order to afford an opening for selected officers of the subordinate service to rise to positions of increased responsibility social position and trust and as a reward for exceptional services To suitable outsiders the Provincial Service affords similar opportunities which would not otherwise be within their reach In other words a Provincial Service affords scope to useful and deserving material which could not possibly join the Imperial Service and could not be appointed to the Imperial Service by nomination without serious detriment to the prospects of men who enter the Police by examination in England and without adversely affecting the recruitment of the British element which is essential to the efficiency of the Service

Subject to certain remarks which I shall have to make in regard to the working of the system in my Memorandum on the Provincial Service I think the division of the Service into Imperial and Provincial Branches is sound

62 337 **(IX) Other Points** —I am very strongly of opinion that in the interests of good and efficient Police work there is great need for increasing the number of 1st Class Magistrates Courts in the mufassal Another urgent necessity from a Police point of view is the establishment of a Sessions Court in *every* district instead of as in some cases at present two districts sharing one Court Much of the difficulty experienced by the Police in obtaining evidence and a good deal of the dislike of the Police is I believe due to the tax and hardship imposed on witnesses required by the Police to attend distant Courts where their detention is prolonged owing to the Courts being overworked and the usual law s delays It is not surprising that complainants and witnesses especially poor persons shall be desirous of steering clear of Police investigations and reticent with the Police in the matter of information and evidence when they know the long journeys absences from home and the pecuniary loss not to mention other risks and hardships their breaking silence and aiding the cause of justice will entail

62 338 **Conclusion** —Undoubtedly a strong feeling of dissatisfaction approaching discontent exists in the Service that regard being had to the greatly enhanced cost of living in India and in England in recent years and the heavy drain on the resources of officers specially those who are married the recommendations of the Police Commission did not go far enough by a good deal towards (improving the pay prospects and pension of the Service generally

Entry into the Service is by the narrow portal of a stiff examination in England made all the narrower by the competition which takes place and admits on an average it is believed not more than one out of every five of the competitors It can be easily demonstrated and is generally admitted that the conditions of service in the Police in India are harder and more exacting and the risks to life and health greater than in any of the other European services of similar status At the same time there can be no comparison between the importance in the general administration of Police work—which unlike that of other departments is unceasing—and the work of any other service outside the Indian Civil Service In this connection attention is invited to the opinion of the Bombay Government expressed in paragraph 20 of their letter in the Judicial Department No 4960 dated the 24th September 1904 to the address of the Government of India

In the Forests and Public Works Departments for instance while there is little that is Important Urgent or Immediate in the Police the reverse is the case, and whereas the work of the Police is to a large extent such as cannot be foreseen and is wholly dependent on the vagaries of the public that of the Public Works Department and Forests is confined to the accomplishment of some clearly defined tasks more or less mechanical in their performance for which it is possible to make every preparation at leisure

A further irksome condition from which all other services are free is that imposed on every Police officer by law—namely that he is always on duty and so he is his duties making demands on him by night as well as by day

Finally when officers of other services are at liberty to enjoy rest and recreation on the occasions of holidays and festivals it is often the case that the Police officer s duties and anxieties are increased and prevent any relaxation or enjoyment for him

Next to the Indian Civil Service the Police must always stand out as the most important service in India for the simple reason that the whole fabric of civil administration rests on a loyal and efficient Police force without which stable Government cannot exist and the activities of other departments must be very seriously handicapped, and it goes without saying that the general efficiency of the Police force is entirely dependent on the capacity and efficiency of its heads

This being the state of affairs it is surprising that the pay prospects and pensions of the Police Service compare so badly with those of the Public Works and Forest Departments for instance the personnel of which is recruited in England from the same material

The situation is at present by no means satisfactory and seems to call for the adoption of further measures to place the Imperial branch of the Police on an equal footing at least with other allied services in order to meet their reasonable expectations and ensure their contentment and efficiency Unless the present opportunity for doing so is availed of it is likely that the publicity which is now being given to the unfavourable conditions of Police Service in India by the inquiries of the Commission will result in deterioration in the quality of the material appearing for the examination.

II—PROVINCIAL SERVICE

62 339 **(I) Methods of recruitment**—This service owes its existence to the recommendations of the Police Commission which were generally accepted by the Government of India.

Appointments of Probationary Deputy Superintendents of Police are made by selection both from among Indian and domiciled European Inspectors and from among Indians Eurasians or domiciled Europeans outside the service and recruited locally of superior social status and approved physique

Appointments to this rank are made by Government generally after consultation with the Inspector General with regard to the respective claims of suitable candidates Experience has amply demonstrated that the best Deputies are those who have had previous *Police* experience Apparently the appointment of outsiders to this rank is a measure of a political nature In the interests of police efficiency however I am strongly in favour of all appointments to this rank being by promotion from among officers with previous police experience But if the appointment of outsiders is to continue selections must be most carefully made with due regard to the special qualifications required for Police work In these days police work requires men of good constitution and physique aptitude superior intelligence and good brains While not advocating the filling of these appointments by men whose forte is the passing of examinations it is most undesirable that the public should regard the Provincial Police Service as a convenient means of providing younger sons with a career which promises good pay authority and a good social position

62 340 **(II) Systems of training and probation**—The training of Deputy Superintendents consists of a course at the Central Police Training School extending from 18 to 24 months during which period they are required to pass a Lower and Higher Departmental Examination and an examination in one vernacular I consider that for the duties required of Deputy Superintendents on leaving the school this training does not go far enough They should also be required to pass examination similar to those passed by probationary Inspectors and Sub Inspectors at the school —law and language examinations excepted—but of a more searching nature The existing system of probation for Deputy Superintendents of Police is in my opinion not in need of any alteration

62 341 **(III) Conditions of service**—The duties of Deputy Superintendents of Police have been prescribed by Government as follows —

> They will help the Superintendent in his duties of control and supervision and will relieve him of office routine so that he may be more free to tour about his district

(Paragraph 33 of Government of India s Resolution on Police Commission s Report)

> It is the intention of the Government of India that these officers should take a large share in the work of superintendence of Police duties and investigation that they should tour when the Superintendent himself is at head quarters and that they should be in close touch with the whole police work of the district one of the principal objects of their appointment being to give to the Superintendent the assistance of a native officer who can be relied upon to keep him informed of native sentiment and the under currents of native opinion regarding Police administration and to advise on any matter in which these play a prominent part The work of the district must be so divided that it shall be unnecessary for the main office of the District Superintendent of Police to leave head quarters

(Government of India letter No 610 dated 13th June 1906) and the Deputy Superintendent has been empowered to perform such of the duties of a District Superintendent of Police as the District Superintendent of Police may authorise him to perform on his behalf by the following Government Notification —

> In exercise of the power conferred by section 1 of the Police Act 1861 (V of 1861) the Governor in Council is pleased to appoint every Deputy Superintendent of Police in the Police districts subject to the control of the said Governor in Council to perform such of the duties of a District Superintendent of Police under the said Act as the District Superintendent of Police to whom he is subordinate may from time to time authorise him to perform on his behalf

The above notification applies only to Police officers subject to the Police Acts 1861 and 1888 As regards District Police Officers Government are advised that Section 19 of the Bombay General Clauses Act 1904 read with sections 4 and 12 of the Bombay District Police Act 1890 is sufficient to give a legal position to a Deputy Superintendent of Police when ever he lawfully performs under the orders of a District Superintendent of Police the duties of the latter in his place

The duties of Deputy Superintendents of Police may therefore be classed under the three following categories —

(i) Executive and outdoor
(ii) Indoor and clerical
(iii) Confidential

Thus the duties of a Deputy Superintendent have been prescribed in a general way but in practice experience proves that a satisfactory division of duty and labour is impossible of attainment along the lines laid down by the Government of India There is practically nothing in the routine of a District Police Superintendent s office which should not come before him for his information personal consideration and orders nor is there any responsibility in the office which can be placed wholly on the Deputy Superintendent s shoulders beyond perhaps signing fair copies of bills and approved drafts initialling a few unimportant registers and so on If it is admitted that a District Superintendent of Police nowadays requires expert Indian assistance in his outdoor and confidential work also relief from routine office work then he requires two assistants each with widely different experience training, and qualifications and it is a mistake to suppose that any one man recruited from the material with which the Provincial Service can be filled will combine in himself all the training experience and qualifications required for the duties of a Deputy Superintendent as at present prescribed and even if a paragon of this kind could be found he would not in the conditions prescribed have the time or the opportunity to do justice to himself or the work A man who has gained his laurels as an investigating Police officer is absolutely wasted by being tied to a chair in an office The man who has gained a reputation in the clerical line lacks the experience and knowledge required for executive Police duty and as regards the pure outside nominee with no experience of either Police work or clerical duties the chances of his shining in any of the many sided duties of a Deputy are highly problematical and it certainly cannot be expected of him to be efficient in all

I think moreover the majority of the Deputy Superintendents in this Presidency realise the incongruity of their position

What is essentially required is a capable Deputy in each district with the necessary qualifications and previous experience, to assist the Superintendent out of doors in connection with the investigation of important crimes, the collection and collation of criminal and political information, the general supervision of the crime and surveillance work in the district, the working of police stations and outposts, and generally to keep him informed of native sentiment regarding the force and the under-currents of native opinion regarding Police administration in the district, and a well-paid "Office Manager" in addition whose training and experience would qualify him for the post of a reliable office assistant, of the status of an Inspector, to supervise the office and the accounts.

I agree with the Director of Criminal Intelligence that there is room for the employment, with great advantage to the public interests, of Deputy Superintendents as Heads of Police subordinate to the District Superintendent of Police in some of our larger cities where the officer in immediate charge at present is an Inspector, and, in some cases, even a Sub-Inspector.

In short more Deputy Superintendents' appointments should be created, so that Deputies could hold charge of Sub-Divisions in districts, be employed in Railway Police districts, where Deputy Superintendents are at present urgently required but are not allowed, and could be given charge of important cities. In this way, scope for the larger employment of Indians in the administration of the Police of the country would be afforded, and with the increased salary which is being proposed under the next heading, a good career would be open to Deputy Superintendents and the admission of one or two per province to hold charge of a district by careful selection, would be the ultimate goal of the exceptionally qualified officer of the Provincial Service.

Acting Allowances.—As matters at present stand Deputy Superintendents of Police are debarred, under Article 104 read with Article 140 of the Civil Service Regulations, from appointment to officiate in a higher grade of their own class and draw acting allowances in leave vacancies, although by a recent order of the Government of India, *vide* Bombay Government Resolution, Judicial Department, No. 2799, dated 14th April 1913, officiating grade promotions carrying acting allowance may be given in vacancies caused by the appointment of Deputy Superintendents to act as Superintendents. The inadmissibility to Deputy Superintendents of acting allowances in leave vacancies is an anomaly which ought to be remedied at once. No such restriction applies either in the case of the Imperial Service or in that of the subordinate service from Inspectors downwards. The exemption which has been accorded to the latter, in rule 11 on page 3 in the Supplement to the Civil Service Regulations, should be extended to the Provincial Service.

Another concession which is due to the status of Deputy Superintendents requires recognition. Under Article 1,002 of the Civil Service Regulations these officers are, for the purposes of travelling and daily allowances, included among Second Class officers. They should be treated as First Class officers.

62,342. **(IV.) Conditions of salary.**—There are at present four grades of Deputy Superintendent, on Rs. 250, 300, 400, and 500. The pay of the lowest grade is that of a First Grade Inspector. This is an anomaly which requires to be removed by the abolition of the fourth grade. Further, I can see no reason why the pay of the Provincial Police Service should have been fixed on a lower scale than that of the Provincial Civil Service (Executive Branch), and I am strongly of opinion that it should be raised and brought on a level with the pay of the latter Service, that is to say, to a maximum of Rs. 700 or 800.

62,343. **(V.) Conditions of leave.**—In October 1912 the Government of India, at the suggestion of the Royal Commission on Decentralisation, circulated a tentative redraft of the rules regulating the grant of long leave to Indian Services contained in Chapter XIV of the Civil Service Regulations. This was sent to me by Government, and the following is an extract from my reply:—

> "I am of opinion that the redraft of certain Articles in the Civil Service Regulations printed as an accompaniment to the Government Resolution under reference, makes for simplification and removes restrictions which serve no useful purpose and will make the leave rules generally more acceptable to the services.
>
> "I consider that the maximum amount of furlough, which an Indian Service Officer should be allowed to take during his total service, should not exceed five yeers, and one-sixth of his active service is a sufficient amount of furlough for him to earn."

I have no further recommendations to make under this head except that I would advocate permission to accumulate privilege leave up to 4 months. One effect of this important concession which, in the long run, would not put the State to any extra expenditure, would probably be that there would be fewer applications for furlough.

62,344. **(VI.) Conditions of pension.**—Under this head I would suggest that 25 years' service should entitle an officer to a full retiring pension. It is not that I find from experience that Indians are anxious to retire after 25 years, but it is desirable in the public interests that Government should be able, without causing hardship, to retire officers who after 25 years' service are no longer efficient.

62,345. **(VII.) Such limitations as may exist in the employment of Non-Europeans and the working of the existing system of division of services into Imperial and Provincial.**—No limitations exist to the employment of Non-Europeans in the Provincial Service. For the rest, please see my remarks under this head in my Memorandum on the Imperial Branch of the Service.

62,346. **(VIII.) Relation of the service with the Indian Civil Service and other services.**—I have no remarks to offer. The Provincial Service has no direct relations with other services.

62,347. **(IX.) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—The Police Commission in paragraph 66 of their Report have recorded their opinion that Deputy Superintendents in the Provincial Service while employed as assistants should have the same departmental status as Assistants. This opinion the Government of India accepted in paragraph 33 of their Resolution on the Police Commission Report. This, I have reason to believe, has, by some Deputy Superintendents, been construed as an authority for a claim to equal rank with Assistant Superintendents of the Imperial Service. I am of opinion that such a claim is unreasonable and cannot be conceded and I believe that the majority of the Deputy Superintendents in this Presidency would support me in this opinion. The position advocated by the Commission was no doubt that which exists as between Assistant and Deputy Collectors, namely, equality of power and authority in the performance of departmental duties when in charge of Sub-Divisions. It is impossible in a disciplined and quasi-military force to have officers in different classes yet of equal rank. The officers in one class must of necessity be senior in rank to the officers in the other. On the analogy of the Indian Civil and Provincial Civil Services and the Indian Army, the Assistant Superintendent of Police of the Imperial Service, would naturally have precedence in the matter of rank over officers of the Provincial Police Service and it is significant in this connection that, members of the Provincial Service have been included by Government among Second Class officers for the purpose of allowances and that small differences in uniform have been prescribed by Government.

Mr M KENNEDY called and examined

62 348 (*Lord Ronaldshay*) Witness was a member of the Imperial Service and had been permanent Inspector General of Police in Bombay for about six and a half years and had officiated for a year and a half

62 349 He was in substantial agreement with the memorandum which had been put in by the Imperial officers

62 350 In the Bombay Presidency and in Sind the the police force was organised into an Imperial Service Provincial Service and subordinate service In Bombay City no Provincial Service men were employed the force consisted of subordinate police with three officers two of whom now were of the Imperial Service and one of the Indian Civil Service In Sind the position was practically the same as in the Presidency except that the Commissioner in Sind was *ex officio* Inspector General of Police and was assisted by a Deputy Inspector General belonging to the Imperial Service

62 351 He was satisfied with the present system of competitive examination but wished to see some form of nomination by a selection board at the India Office assisted by retired police officers of standing and experience Every candidate should go before the board prior to examination and the board should have the power to refuse to a candidate the right to sit That would improve the personnel Under the present system men who were not suitable for police work in India got through though not perhaps in very large numbers The board could not judge of a candidate s moral character and qualifications but could see for instance that a man with a violent stutter or a thick brogue was not sent out At present men with these disqualifications for acquiring fluent command of the vernaculars passed the examination

62 352 The present age limits of from 19 to 21 were satisfactory Few public school boys were obtained some of the candidates went to a crammer between the time of leaving school and sitting for the examination There was no case for reducing the age limit by a year

62 353 He would like to see a training college established in England for all the officers of the Imperial police so that they could all be trained together before coming to India They would then join a district straight away Institutions on the lines of Cooper s Hill and Haileybury produced the best officers

62 354 There was a police training school at Nasik Some probationary Assistant Superintendents got through the course there in 18 months while others took two years They learned law and drill and a language but they would learn the latter better in a district A variety of other subjects was also taught Failing a training in England he was in favour of probationers getting their training in a district under a Superintendent of Police as they used to do The Principal of the training school was a Superintendent of the Imperial Service the head drill instructor was a European from the Army and the others were Indian Inspectors and Sub Inspectors They performed their duties very well but the instruction in law language &c was mostly theoretical

62 355 The colour bar should be maintained for the examination in England The right channel for Indians into the higher posts was through the Provincial Service and only exceptionally good men should be promoted from the Provincial into the Imperial Service There was no doubt that a promoted subordinate made a much more efficient Deputy than a direct recruit He would rather promote a Deputy to be a Superintendent than recruit Indians direct as Assistant Superintendents

62 356 He did not advocate the extended employment of Indians in the Imperial Service At present there was one Indian Superintendent and two Provincial Service men had acted as Superintendents He thought two openings for the Provincial Service were quite sufficient and two posts were in accordance with the 5 per cent rule This number had not been worked up to yet as a permanency but it would be in the near future

62 357 There had been no direct recruitment from the domiciled community but members of that community had been admitted by promotion to the Imperial Service The power to recruit from the domiciled community should be retained

62 358 Marathi and Kanarese were taught at the school the Inspector General decided which particular language a Probationary Assistant or Deputy Superintendent should study If a man learned Marathi he was not necessarily kept in a Marathi speaking district and when he went into another district he had to study another language It was a difficulty and tax which it was impossible to avoid as men could not be kept to one language area

62 359 To a certain extent all the police in the Bombay Presidency were trained in the use of arms The unarmed police were trained to hit a target six times out of 10 There was also a small reserve of specially picked men armed with rifles to meet special contingencies but they were a small proportion compared to the entire force Every Imperial and Provincial Police officer was trained to lead armed men in the case of necessity

62 360 The Inspector General should always be selected from the Imperial Police and not from the Civil Service cadre He would prefer an Imperial police officer from some other part of India if there was no one suitable in the Presidency to a Civilian of a Presidency in the interests both of the service and of police efficiency If these posts were reserved for police officers they should cease to be borne on the cadre of the Indian Civil Service

62 361 There was a block in promotion which would get worse At present a man had to serve about ten years as an Assistant before he became a Superintendent and he strongly advocated the incremental system of pay in lieu of the graded system This would also leave Government free to bring in outsiders without personal loss to officers in the service There should be two sets of increments one for Assistants and one for Superintendents but if an Assistant was kept back for no fault of his own when his turn for promotion came he should obtain the increment which he would have had as a District Superintendent if he had been promoted in due course On reconsideration he said that the maximum pay he proposed for an Assistant Superintendent was Rs 700 per mensem—the minimum for a Superintendent Rs 800 Delay in promotion to the rank of Superintendent for no fault on the part of an Assistant Superintendent might occur but the promotion from Rs 700 to Rs 800 when it did come should meet the case and the Assistant promoted to Superintendent should start in the higher rank on Rs 800 Government ought to be able to retire any man who was no longer efficient and not up to his work

62 362 He did not agree with a proposal to start police Probationers on a lower rate of pay than officers in other services on the ground that their education was not so expensive and that they entered the service earlier He did not believe it was possible for an officer to live decently on smaller pay police probationers had to go through a costly education and a stiff examination and had exceptionally arduous and responsible work and a very hard time before them when they came out

62 363 In Upper Sind Police officers drew a local allowance of Rs 100 a month Money had he believed been provided in the budget of the coming year for extending this allowance to all police officers in Sind and if so the grievance on this score had been met

62 364 He was not in favour of the fifty five years rule for retirement being made absolute as Government should always have the power to keep a man with special qualifications so long as he was required provided the man was mentally and physically fit and agreed to remain on He himself was to have an extension for a year as the department was being reorganised and he had dealt with the reorganisation from the commencement

62 365 If a pension were granted after 25 years it would not be taken advantage of to a very great extent For financial reasons a married man would probably not be able to take advantage of it and if he was fit for his work would not care to do so A good many police officers after 25 years were quite up to their work but some were not He wanted the pension after 25 years not only in the interests of officers but in the interests of the Government and efficiency A good officer with prospects and energy and health would not go after 25 years but when a man was absolutely tired out and no longer thoroughly efficient the power to retire him should be given and it ought to be possible for him to retire gracefully If officers were asked whether they would prefer the present pension at the end of 25 years service to a larger pension at the end of 30 years he thought they would prefer the larger pension but it would depend a good deal upon the amount of the larger pension offered

62 366 It was not difficult for an officer to get leave and he made a point of letting a man have his leave when he wanted it if it was possible to do so as it generally was but often officers could not afford to take leave He was against allowing a portion of furlough to be commuted for a shorter period of full pay because an officer in need of a long change might be tempted to take a smaller period of leave and would not remain in Europe long enough to benefit his health

62 367 The Provincial Service officers were recruited in the proportions of 50 per cent direct and 50 per cent by promotion There was no better method of direct recruitment than that at present in vogue He saw no objection to the power of appointing officers from other services being exercised but it had not been done in the Bombay Presidency

62 368 There were some grounds for the complaints of the Deputy Superintendents as to the work assigned to them He would largely increase the number of Deputies and have separate officers for office and for sub divisional work There should be an officer of the status of an Inspector as an office Manager and Deputies should be Assistants to the Superintendents in charge of sub divisions and cities This would give them the same work as the Assistant Superintendents This system was not followed at present because the Government of India had laid down the duties expected of Deputy Superintendents it was almost impossible for any Deputy to do justice to them There had been a system in Bombay by which the police accounts were supervised by the Huzur Deputy Collector but that was abolished after the Police Commission and the whole of the accounts were put under the Superintendent of Police and he was given a Deputy who was supposed to supervise the work in the office

62 369 The pay of the Provincial Service should be by means of a time scale

62 370 When the cadre of Deputy Superintendents was first formed two or three places in the first and second grades and so on were filled It was then that some Inspectors were promoted straight away to the top grades of Deputy Superintendents but now they almost always went in at the bottom He was not in favour of an age limit for promoting men to Superintendentships from the Provincial Service The best man should be selected whatever his age or position amongst the Deputy Superintendents might be

62 371 A Deputy Superintendent was not obliged to keep a horse and his uniform would not cost more than a couple of hundred rupees He had heard no complaints on that score

62 372 (*Sir Murray Hammick*) Applicants for direct appointment as Deputy Superintendents applied to the Private Secretary to the Governor and the Inspector General was asked to see them and give his opinion After interviewing them and making inquiries he sent in his opinion and the Governor then decided whether the name should be placed on the register When a vacancy occurred he was asked to submit the names of four or five candidates in order of merit and the Government then made their choice They generally accepted his nomination The question of community to which the candidate belonged was aways taken into careful consideration

61 373 The reason why all the officers in the first grade of Deputy Superintendent except one were either domiciled Europeans or Anglo Indians was probably because they were appointed from among Inspectors the office staff the city police or the salt department and as they were all drawing good pay in their appointments they had to be put in the first grade He was not however Inspector General at the time

62 374 Quite as good men were obtainable for the Provincial Service as for Deputy Collectors Amongst the *Inspectors* even there were men holding the M A B A and LL B Degrees There was disappointment among Deputies as to the prospects before them They should be better paid As soon as the 1906 Assistants were provided for as Superintendents two Provincial men would get in but not before because the Provincial Service was created after the 1906 men came out from England

62 375 It was true that the Government of India had said that a large share of the duties of Superintendents of Police should be given to Deputy Superintendents in the districts but they also said that Deputy Superintendents were to relieve Superintendents of all office routine and he believed those were really the Government of India s orders Where Deputies were in charge of sub divisions they were doing exactly the same duties as Assistant Superintendents

62 376 There were sub divisions in some of the districts in the charge of Assistant Superintendents Where an Assistant Superintendent was not available a Deputy Superintendent was put in It was possible to give the sub divisions to the Deputy Superintendents and to post Assistant Superintendents to do duty at headquarters but Deputy Superintendents varied a great deal and some would not be suited for the charge of a sub division He would not have any hard and fast rule on the subject

62 377 Deputy Superintendents who had had executive police experience were better than directly recruited men who had had no such experience In Bombay there were several Deputy Superintendents who would make excellent district officers but he would not go so far as to say that they would make good Superintendents He agreed with Sir Charles Cleveland that it would be a good plan to put Deputies in charge of the larger towns

62,378 The Government of Bombay had laid down no rules on the subject of the standard of education required for Deputy Superintendents appointed direct If there was a suitable Anglo Indian or domiciled European who had not taken a degree he would not hesitate to give him the appointment

62 379 He did not think the course at the training school was too long and he was not in favour of sending Assistants out into districts after eight or ten months at the school According to the rules they had to pass the language examination within the first two years and they left the school after their training was complete The school was not the best place to learn a language This could be better learned in the districts It might be possible for some recruits to get through their law and drill in a year and continue their language studies in the districts

62 380 Hitherto Assistant Superintendents had not been obliged to purchase a horse but now proposals were before Government making the maintenance of a horse obligatory, Government assisting probationers with an advance repayable by easy instalments Probationers were not obliged to buy full dress uniform until they were confirmed

62 381 Often men did stay in India trying to do their work when it would be much better in the interests of the service that they should be on leave and it might be a desirable innovation to adopt the system in vogue in the Straits Settlement where a man was actually made to go on leave for eight months

on full pay every four years The system would have its advantages and disadvantages

62 382 In a Bombay District there were six or eight 1st Class Magistrates Courts some of the Mamlatdars had first class powers More Courts were required

62 383 (*Mr Chaubal*) He was unable to furnish any information with regard to the constitution of the city police except that there was a Commissioner at their head with two Deputies all the rest being subordinates All Bombay appointments were better paid than mufassal appointments on account of the expense of living

62 384 (*Mr Abdur Rahim*) He would divest the District Magistrates of all executive control over the police and make the position of the Superintendent of a district analogous to that of the Commissioner of Police in Bombay The District Magistrate did not see any case diaries except in connection with any cases which came before him but the Superintendent s weekly diaries were sent to him The District Magistrate might talk over a case with a Superintendent and make suggestions but he had nothing to do with the investigation of cases and he objected to his having any departmental or executive control over the force Head Constables and Constables had a right of appeal against departmental punishment but not to the Inspector General or Deputy Inspector General of Police but to the District Magistrate and he did not think that was right According to the Police Act a Superintendent was under the command and control of the District Magistrate which meant anything and everything This should be altered

62 385 Some Anglo Indians and Eurasians were appointed to the first grade of Deputy superintendent when the Provincial Service was first started in 1906 but no such appointments had been made since It would be hard on those already in the service if men were brought in from the outside over their heads unless there were some special circumstances to justify such a course It would very rarely be done

62 386 There was one Indian a Superintendent of Police now in the service who had not been through the Provincial Service but who was appointed as an Assistant Superintendent

62 387 The age at which a Provincial Service man ought to be promoted to a district charge would be about 35 to 40

62 388 The slight difference in the uniform of Deputy Superintendents and Assistant Superintendents should be maintained as they were different services the one being a lower service than the other He had never heard the distinction complained of in Bombay The Deputy Superintendents wore a rolled collar buttoned to the throat and the Assistant Superintendents a tie and collar There were Indian Deputy Superintendents who did not know how to wear the tie and collar and there were Indians who had a prejudice against wearing them

62 389 (*Sir Theodore Morison*) Deputy Superintendents had to travel second class while Assistant Superintendents travelled first class That was laid down in the Civil Service Regulations but all should be first class officers without any distinction or reference to salary

62 390 The salary paid to probationers was originally Rs 40 and had now been raised to Rs 75 and it was just possible for a Deputy Superintendent to live on that in the school as he was generally an Indian and had free quarters Personally he thought the salary should be raised to Rs 100

62 391 (*Mr Kelly*) In saying that no member of the domiciled community had been appointed direct of recent years he had forgotten that one Mr O Gorman was appointed as an Assistant quite recently

62 392 Two appointments were reserved in the Imperial Service for the small Provincial Service whereas four or five were reserved for the Revenue and Judicial services on a very much larger cadre

62 393 (*Mr Damodardas Virjbhukhandas*) The maximum pay of a Deputy Superintendent should be increased

The witness withdrew

W L B SOUTER Esq CIE Deputy Inspector General of Police Sind

Written Statement relating to the Police Department being a Memorandum drawn up by the Committee of the Bombay Presidency Indian Police Association representing the corporate opinion of the officers of the Imperial Police Service serving in the Bombay Presidency and Sind

62,394 **(I) Methods of recruitment**—This Association regards as generally satisfactory the method by which European officers are recruited in England for the gazetted ranks of the Indian Police by competitive examination but it would submit that in the interests of the service some system of selection and competition combined might with advantage be introduced The competition part of the recruitment would be supplied by the examination as at present held while the selection might be entrusted to a Board at the India Office assisted by one, two or more senior retired Indian police officers

62 395 **(III) Conditions of service**—(a) *Official Status*—There is a very strong feeling throughout all ranks of the service in this Presidency that the official position allotted to gazetted officers in the Warrant of Precedence is not commensurate with their responsibilities The Inspector General of Police who in this Presidency is at the head of an organised force of nearly 20 000 men and almost wholly responsible for their general organisation discipline and efficiency ranks below a Colonel a Deputy Inspector General of Police ranks below a Lieutenant Colonel and a large number of other officers including Superintending Engineers (first class) of the Public Works Department whose duties are in no way more responsible while a Superintendent of Police of the first grade who has never less than 25 years of service is ranked below a Civil Surgeon a Major or a member of the Indian Civil Service of 12 years standing It is impossible to ignore the fact that this inferior position lowers the service in the eyes of Civil and Military officers especially and of the public generally Futher the important and responsible position of the Inspector General warrants his nomination as a member of the Legislative Council Yet up to the present although many heads of other departments are nominated as members as a matter of course—apparently as experts in their particular departments—no Inspector General of Police as an expert in police matters has ever occupied a seat on the Council This omission necessitates the Inspector General taking rank below certain heads of other departments who but for their membership would rank below him and is moreover liable to belittle the service as a whole in the eyes of the public This Association would submit that the responsible duties of all ranks of the police on whom the proper enforcement of the law and the peaceful government of the country largely depend demand a fuller recognition of the important status of the higher officers of the force

(b) *Appointment of Inspector General of Police and Commissioner of Police Bombay*—This Association would bring to the notice of the Royal Commission a condition of service which is detrimental to the keenness and *esprit de corps* of the police namely the liability of the appointments of Inspector General and Commissioner of Police Bombay to be held by members of the Indian Civil Service These are two out of the six higher appointments in the police of this Presidency to which gazetted officers can hope to rise In a cadre of 74 gazetted officers of the Imperial Service the provision of six higher appointments is at any time a small one and if there is a possibility of officers of the department being excluded from holding two of them the result can only be dissatisfaction and apathy Moreover such appointments from outside create blocks in promotion which is an additional hardship in an already not too well paid service and cast a slur on the officers of the department as a body by unjustly stamping them with the stigma of incapacity This Association would therefore strongly urge that these appointments be reserved exclusively for officers of the Police Department If the present system of recruitment is satisfactory it should produce men capable of holding the highest appointments If it is not satisfactory it rests with Government to remedy the defect in a thorough going manner but it is unfair on the officers of the department to maintain an unsatisfactory system and remedy its shortcomings by patchwork

(c) *Travelling allowance* —Before the enquiry of the Indian Police Commission in 1902–3 Superintendents and Assistant Superintendents of Police in district or divisional charges drew a fixed travelling allowance of Rs 150 (first grade Superintendents Rs 200) per month Under the reorganisation, Assistant Superintendents draw Rs 4 Superintendents draw Rs 5 and Deputy Inspectors General draw Rs 6 a day when absent from Headquarters The usual objection to a fixed travelling allowance is that officers are inclined to content themselves with drawing their allowance and not travelling In the Police Department this objection cannot apply Any tendency in this direction would be checked—in this Presidency at least—either by the District Magistrate the Range Deputy Inspector General the Inspector General or the Divisional Commissioner all of whom scrutinise the weekly diaries submitted by gazetted police officers Moreover at the present day with the inspection of increased police stations and the visitation of the scenes of serious crime a Superintendent is bound to be continually on tour during the touring season Even during the rains the occurrence of serious crime often necessitates his making long and expensive journeys Under the orders of Government he is bound to keep one horse the upkeep of which is supposed to be covered by his travelling allowance but not infrequently the Superintendent s work necessitates the maintenance of a second horse which involves him in extra expense Officers of the Imperial Forest Service draw a fixed travelling allowance of Rs 150 per mensem although their touring jurisdiction is never so extensive as that of a police officer nor does the nature of their work render them liable to the performance of sudden journeys under all conditions at any time of the year There is therefore no reason why a police officer should not receive similar treatment This Association would therefore advocate the reintroduction of fixed travelling allowance at the former rates

Failing this the Association consider it imperative that in addition to the ordinary daily allowances when on tour every officer should receive a fixed horse allowance of Rs 40 a month throughout the year The compulsory maintenance of a horse by an officer is peculiar to the Police Department among the various services in India but unlike military officers who are required to keep a horse police officers receive no allowance for the upkeep of their chargers If when on tour an officer travels in reasonable comfort as he should his daily allowance leaves little margin for the expenses of his horse and when at headquarters although the necessity for the horse and the expense entailed by its up keep still continue he receives no allowance at all This compulsory maintenance of a horse without any remuneration for its upkeep is a condition of service which this Association would particularly bring to the attention of the Royal Commission

Another unfavourable condition of service under which police officers in common with members of other services in India labours is in respect of the allowance given to officers to defray expenses of transfer *i e* double first class fare by rail or single first class fare by steamer It may be stated at once that even though he receive the concession granted under Article 1000 of the Civil Service Regulations *i e* actual expenses for conveyance of horse and camp equipment a married officer is bound to lose heavily on a long transfer Whether he is married or unmarried an officer receives nothing for the transport of his personal luggage or such household furniture as he is unable or unwilling to sell when transferred When he does sell his furniture he invariably does so at a heavy loss and in his new station is obliged to replace it at considerable expense It is moreover the custom of the country for an officer to defray the travelling expenses of his servants Thus from one cause or another the allowance admissible under present conditions will invariably fail to cover the transfer expenses even of an unmarried officer This Association is assured that on going into this matter the Commission will be convinced of the correctness of the above statement

(d) *Sind allowance* —Another allowance concerning which the police of this Presidency have a legitimate grievance is that granted to certain officers serving in Sind In respect of this an extraordinary anomaly exists although this allowance, which is a local climatic allowance is paid to Assistant Collectors and to Executive and Assistant Engineers all over Sind no Assistant Superintendent of Police receives the allowance while the District Superintendents of Police of Karachi Hyderabad and Nawabshah do not receive the benefit of the allowance although their work takes them into some of the hottest and most malarious tracts in India This Association is very strongly of opinion that the Sind local allowance should be paid to all police officers serving in Sind since they of all others are from the exacting conditions of their work liable to be the greatest sufferers from the notoriously rigorous climate of that Province

(e) *Local allowances* —The Association is also of opinion that some relief in the shape of a local allowance should be granted to officers serving in notoriously expenses or unhealthy stations in this Presidency

(f) *Medical attendance* —

(i) An officer is entitled to free medical attendance but not so his wife and children This Association would respectfully urge that officers of the Police Department be granted relief by the extension of this benefit to their wives and children as is the case in the Army

(ii) This Association would further draw attention to the fact that officers who are obliged owing to ill health to take leave on medical certificate receive no assistance from Government in recovering their health and rendering themselves again fit to carry on their official duties It is generally the case that illness necessitating the taking of medical leave is the effect of residence and work under unfavourable conditions in India and is particularly so in the case of police officers, the arduous and trying nature of whose duties renders them peculiarly liable to impaired health It must be borne in mind moreover that furlough allowances which are at no time generous are liable under certain conditions to be extremely exiguous and totally inadequate to bear the strain of doctor s fees This Association considers that it is in the interests of Government and only fair on officers that some relief in this direction should be granted and would strongly advocate some arrangement being made whereby officers on leave on medical certificate could receive free medical attendance

62 396 **(IV) Conditions of Salary** —(a) *Superintendents and Assistant Superintendents* —This Association considers it inadvisable to disguise the fact that there is general dissatisfaction among the officers of the Police in this Presidency in regard to the present system and rates of pay in the Imperial Branch of the police service and they have no hesitation in saying that this feeling will not be removed until an incremental system of pay on the same lines as that adopted in recent years for the Public Works Department Imperial Forest Service and other services of a similar status, is introduced It is generally admitted that in no other civil department

in India is the nature of duties to be performed so arduous unhealthy and even dangerous as in the Police A police officer is continually liable at all seasons and in all weathers to be called upon to perform long and harassing journeys in pursuit of criminals without bodily comforts and necessities living as best he can and on what he can in remote villages His health is impaired by exposure and insufficient food while his life is endangered by accident disease or even personal assault Where members of other services are able to follow a convenient programme of work whether at headquarters or on tour a police officer can never be certain that he will not be required at any hour of the day or night to leave the work on which he is engaged and proceed to some other part of his charge immediately to deal with some important matter affecting the peaceful and orderly government of the country Attention is invited to the accompanying comparative statement (Annexure A) showing the salaries drawn by certain officers of equal or nearly equal service of the Police Public Works and Forest Departments of the Bombay Presidency on 1st January 1913 These extracts taken from the gradation lists at intervals of from three to five years demonstrate clearly and with considerable force how great an advantage—increasing as the period of service lengthens—the members of these services whose duties are far less arduous and exacting and are no more responsible have over the officers of the Indian Police There appears to be no fair ground for either the difference in the system of payment or the invidious distinction in the amount of salary All are officers of the same social status and of the same comparative standard of education the police officer leads an infinitely harder life and is put to greater expense in his professional duties by the necessity of maintaining a charger and keeping up an expensive uniform and regulation saddlery Under the conditions at present existing whereas officers of services paid on the incremental system are sure of a steady yearly increase of salary officers of the Police Department depend for promotion upon vacancies caused by the death or retirement of those above them Even so they are not secure for it has been the policy of the Bombay Government from time to time to appoint outsiders or promote subordinates into vacancies which have occurred thus causing a block in promotion Further should Government see fit at some future date to give effect to the recommendation contained in paragraph 67 of the Indian Police Commission s Report and promote members of the Provincial Service to the rank of District Superintendent a more serious block may be apprehended The incremental system of pay amongst other advantages renders any policy of this kind innocuous

This Association very respectfully submits that this question of salary is one which touches the feelings of the service very nearly and that many of them are much disheartened by the poorness of their pay resulting from slowness of promotion and it would most emphatically urge that the following rates of pay be introduced at the earliest moment —

Probationers at the Training School Rs 300

Assistant Superintendents Rs 380 rising by annual increments of Rs 40 to Rs 700 and

District Superintendent Rs 800 rising by annual increments of Rs 50 to Rs 1250

(b) *Deputy Inspectors General*—This Association would further draw the attention of the Royal Commission to the recommendation contained in paragraph 70 of the Report of the Indian Police Commission 1902-3 that the pay of Deputy Inspectors General should range from Rs 1 500 to 2 000 in three grades These proposals were not approved by the Government of India on the ground that the grant of salaries at this rate for these appointments would create dissatisfaction with the present scale of remuneration in other Indian services (vide paragraph 35 of the Government of India Resolution on the report of the Police Commission) Yet within a short time of fixing the pay of Deputy Inspectors General on the present scale of two grades on Rs 1 500 and 1 800 the Government of India granted to Superintending Engineers of the Public Works Department the very terms which had been proposed for the Police by the Police Commission and later the scale of pay in the higher appointments of the Forest Department was raised above that sanctioned for similar appointments in the Police It need hardly be mentioned that the dissatisfaction which the Government of India anticipated from other Indian services is now evinced by the Police

(c) *Commissioner of Police Bombay*—This Association would also bring to notice the inadequate salary granted to the Commissioner of Police Bombay namely Rs 1 800 Considering the great importance of this officer s duties and the heavy responsibility of maintaining peace and order in the city of Bombay which has of late years on certain occasions been no light task this Association is strongly of opinion that the Commissioner should be paid at least as highly as the Collector of Customs or Postmaster General

(d) *Acting Allowances*—The last point under this head to which this Association would invite attention is that relating to the allowance drawn by a Superintendent of Police acting as Deputy Inspector General In the Public Works and Forest Departments an officer officiating as Superintending Engineer or Conservator draws the full pay of the appointment he fills (vide Articles 117 135 of the Civil Service Regulations) In the Police however under the restriction of Article 105 of the Civil Service Regulations an officer officiating as Deputy Inspector General receives only an addition to his pay of a portion of the difference between his substantive salary and that of the appointment in which he officiates This Association can see no reason for these distinct methods of treatment of cases which are relatively identical and is strongly of opinion that equally favourable terms should be granted to the Police Department in the matter of acting allowances in higher appointments

62 397 **(V) Conditions of leave**—As this Association understands that radical changes in the leave rules of European services are under consideration as a result of the deliberations of the Decentralisation Commission it hesitates to make any suggestions but it would mention that it is generally felt that the restriction preventing the enjoyment of furlough before eight years service is a hardship and that the grant of one year s furlough after four years service would be acceptable and beneficial Permission to accumulate privilege leave up to four months instead of three as at present is also advocated

62 398 **(VI) Conditions of pension**—This Association wishes to lay particular stress on the important subject of pensions and to state that the existing conditions constitute what can only be described as an acutely felt injustice Not only is the length of service required of police officers before pension is earned excessive but the amount of pension granted is totally inadequate The Indian Police practically alone of all the civil departments are bound if not invalided to complete 30 years service for their first and only pension This is not only an invidious distinction but also bad economy The arduous conditions of service in the Police tell heavily on physical fitness After reaching the age of 45 an officer cannot save in exceptional cases be expected to maintain his former standard of strenuous activity and yet a Superintendent of 50 years of age and over has to perform the same duties as a man 20 years his junior There are no secretariat or purely sedentary appointments in the Police every officer has to continue his district work until his time for pension comes and it is a fact that though some senior officers are not physically efficient yet however much it would be to the advantage of Government to replace them by younger and more active officers the present pension rules form an insurmountable obstacle to their retirement

No stronger advocacy of the reduction of the period of service for pension in the Police Department can be found than that contained in paragraph 87 of the Report of the Indian Police Commission in which the following statement appears — It has been strongly recommended that the compulsory period of service for pension should be reduced The Commission consider that the period of 30 years is too long Government should have power to compel retirement of any officer after 25 years' service on the pension now admissible after 30 years service and an officer should be entitled to retire after 25 years service on full pension if he desires to do so This is especially necessary in the higher ranks of the service owing to the desirability of making the service reasonably attractive and the necessity of having active men and getting rid of men who may not be fit for efficient service But in consideration of the very trying nature of police work the Commission would be glad to see this rule applied to the whole force

In spite of this strongly expressed opinion subscribed to by all the members of a Commission which had special opportunities of studying the conditions in which the Indian Police serve in all parts of the Indian Empire the Government of India have firmly refused —apparently on grounds of economy—to introduce this important reform which so closely affects the efficiency and content of the service It may be remarked that if in the year 1902-3 the Police Commission were justified in describing the work of the Police as very trying this description of their duties would with the expansion of political movements apply in an infinitely greater degree at the present time This Association wishes to assure the Royal Commission most earnestly that this refusal of the Government of India in the face of this strong recommendation to grant to the Police Department a pension condition which is enjoyed by all other important services such as the Public Works Department Indian Forest Service Telegraph Department &c has caused a very strong feeling of dissatisfaction in the service generally As proof of this statement this Association would cite the numerous memorials relating to the amount of and period of service for pension which have been submitted to the Government of India and to the Secretary of State by police officers serving not only in this Presidency but in all parts of India since the publication of the Police Commission s report These memorials have now it is understood been transmitted to the Royal Commission to whose sense of equity this Association now confidently appeals

Following on the question of the length of service for pension the Association begs to draw prominent attention to the inadequacy of the scale of the pension itself The present rate of pension dates from the year 1855 when it was fixed at Rs 5 000 per annum and this was intended to represent 500*l* at the then rate of exchange Owing to the depreciation of the rupee however the sterling value of the pension at an exchange rate of 1*s* 9*d* is now worth only 437*l* 10*s* It cannot be denied that the cost of living both in England and in India has risen considerably in the last 57 years yet in spite of this the pension now enjoyed by officers who retire in England (*i e* practically every officer) is actually less than that which was considered sufficient and equitable over half a century ago

The Association next wish to represent the closely allied grievance involved in the fact of there being no intermediate period for optional retirement on reduced pensions as is allowed to officers of the Public Works Indian Forest and Telegraph Departments Whereas officers of these departments have the right to retire on a proportionate pension after 20 years service the police officer is compelled to work out his full period of service without any alternative This differentiation between police officers and the officers of the kindred departments above mentioned on so vital a condition of service is very keenly felt by all police officers The Association would urge that this anomaly is the more unjust since the conditions of service in the Police Department warrant more favourable and not less favourable terms

In view of the above facts the following revised scale of pensions which this Association would suggest appears to be only just and reasonable —

(*a*) A full pension of 600*l* a year after 25 years service

(*b*) An optional pension of 400*l* a year after 20 years service,

(*c*) An invalid pension of 150*l* a year after 10 years service with an additional 25*l* for each additional year s service up to 400*l* and thence an additional 40*l* for each additional year s service up to 600*l*

(*d*) A pension of 650*l* a year for officers who have put in three years approved service as Deputy Inspector General

(*e*) A pension of 700*l* a year for officers who have put in three years approved service as Inspector General

This Association sincerely trusts that the Royal Commission will devote the most earnest consideration to this very important question of pensions and it feels certain that they will not fail to perceive that the Indian Police Service has a very legitimate grievance the redress of which would be a bare act of justice

Pension for widows and children —Notwithstanding the arduous and even dangerous conditions of a police officer s service which not infrequently result in his premature death there is at present no provision for his widow and children There has been more than one instance in this Presidency during the last 15 years of a police officer leaving his widow and children penniless It being understood that pension is technically speaking deferred pay it seems an injustice that Government should benefit by an officer s untimely death

This Association would consequently urge the consideration of some form of widows and children s pensions In this connection attention is invited to the suggestion put forward by the Indian Police Commission at the conclusion of paragraph 70 of their Report The proposal was dismissed by the Government of India in paragraph 37 of their Resolution on the Report stating as one of the principal reasons for so doing that it involved the extension to a number of other services of a general principle at present only applied to the Army and the Indian Civil Service But this Association would represent that the case of each department should be decided on its merits and the present occasion when the Royal Commission is to take into consideration the conditions in all other important services besides the Police appears to be favourable for again raising this question

62 399 **(VII) Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of services into Imperial and Provincial** —The limitations which at present exist in the employment of non Europeans are that for eligibility for the competitive examination in England a candidate must be a British subject of European descent and at the time of his birth his father must have been a British subject either natural born or naturalised in the United Kingdom

In the opinion of this Association this limitation having regard to the condition of India at the present time is a wise one and should on no account be withdrawn The Police Service is essentially one in which superintendence and control should with rare exceptions be in the hands of European officers

The division of the service into Imperial and Provincial branches is of a comparatively recent date and this Association is not at present prepared to pronounce any decided opinion on its working

62 400 **(VIII) The relations of the service with the Indian Civil Service and other services** — Relations with the Indian Civil Service are on the whole cordial but there have been instances within experience of strained relations between members of the two services The existing Police Act and Government Resolutions in force lay down certain rules defining the limits of the control of District Magistrates over the Police The actual interpretation of these rules depends largely upon the personal idiosyncrasies of different officers one may largely leave the police administration of a district in the

Superintendent s hands while another may unduly interfere in matters which are really departmental or may arrogate to himself powers of direction which are not justified Appeal to the Commissioners is permissible but the Commissioner is a member of the Indian Civil Service and the service is naturally somewhat jealous of its supremacy Consequently decisions are likely to be biassed against police officers Section 13 of the Bombay District Police Act places the Superintendent under the command and control of the Magistrate subject to such rules as Government may from time to time make Here again Government is mainly composed of members of the Indian Civil Service and the rules made by them are not likely to diminish the powers of the District Magistrate Under the rules in force it is considered of the first importance that the responsibility of the District Magistrate for the peace and good order of his district should be maintained again the District Superintendent is an Assistant to the District Magistrate for police purposes and must as a general rule accept his orders unhesitatingly With due respect to the intention of these orders it is in practice the Superintendent of Police who is held responsible for the peace and good order of the district These remarks are not made in any captious spirit the District Magistrate is usually a very hard worked officer with multitudinous matters requiring his attention and the actual conditions are the result of the impossibility of his devoting to the control of the police that attention which the law originally contemplated In fact the law with changing conditions is out of date

It is extremely difficult to define any limit of authority in matters relating to the Police administration of a district The District Magistrate must naturally be recognised as the head of the district but any difference of opinion as regards policy or administration should be referred jointly to the Commissioner and Inspector General of Police District Magistrates should in no case be permitted to issue direct orders to police subordinates or communicate with them in departmental matters If urgent reasons necessitate any such course copies of orders or letters should at the same time be sent to the Superintendent The example of District Magistrates is apt to be followed by subordinate Magistrates and the police are likely as a result to be called upon to perform all sorts of duties which are not legitimately theirs in any way or sense Lastly the District Magistrate should have no concern in the discipline of the force Under present conditions in this Presidency the District Magistrate is empowered to hear appeals from Head Constables and Constables against orders of punishment passed on them by the District Superintendent Disciplinary power over the members of the force should lie solely in the hands of police officers who by training and experience are best fitted to appreciate the gravity or otherwise of departmental offences The appellate power now exercised by District Magistrates should be transferred to Deputy Inspectors General

In support of these views this Association would respectfully invite a consideration of the strong terms of condemnation of existing conditions to which the members of the Police Commission deliberately committed themselves after hearing and sifting evidence regarding both sides of the case *vide* paragraphs 22 29 81 and 122 of their Report

Another matter which is apt to cause considerable heartburning is the recording of confidential remarks by District Magistrates on Superintendents Confidential remarks if required at all should be submitted by the Inspector General of Police

62 401 **Conclusion** —The facts stated above are in no way exaggerated nor are the demands made extravagant and this Association would respectfully impress on the members of the Royal Commission that there is a general feeling among the gazetted officers of the Imperial Police Service in this Presidency that the highly important and onerous services which they are called upon to render have not hitherto been recognised by Government with the generosity which is their due In the matter of salary the service only asks for a scale and system on an equality with sister services and in the matter of pension for the redress of an obvious injustice in respect of length of service while the increase demanded in the amount of pension is considering the facts only reasonable and equitable The grant of the remaining requests and recommendations set forth will render more contented and efficient a body of public servants whose duties and responsibilities are becoming heavier and more exacting year by year and on whom the Government of India must rely to a very great extent for the peaceful and harmonious administration of the country

ANNEXURE A

Statement showing Comparative Salaries drawn by certain Officers of the Police Public Works and Forest Departments of the Bombay Presidency on 1*st January* 1913

Name	Department	Present Age	Date of First Appointment	Present Salary
				Rs per mensem
C E Lynch Blosse	Police	23	25th November 1910	300
H H M Spink	Public Works	27	21st October 1010	460 + 160 A A
A C Riley	Forest	26	18th December 1910	460
E P White	Police	29	17th November 1905	500 + 200 A A
R B MacLachlan	Public Works	33	5th September 1905	580 + 160 A.A
Noshirwan Gustasp	Forest	36	18th March 1905	580
R R Boyd	Police	33	23rd November 1901	700 + 100 A A
J B S Thubron	Public Works	34	23rd November 1901	850
H L Newman	Forest	35	15th November 1901	850
T S Greenaway	Police	39	21st November 1894	900
H O B Shoubridge	Public Works -	41	18th November 1895	1200
D A Thomson	Forest	41	31st October 1894	1200
H R Hume	Police	43	15th September 1890	1000
L M Bose	Public Works	45	16th December 1890	1250
W F D Fisher	Forest	44	21st December 1891	1250 + 250 A A
R MacTier	Police -	53	10th February 1883	1200
F L Sprott	Public Works	50	28th October 1885	1750
T R D Bell	Forest	50	24th November 1884	1700

A A. = Acting Allowance

Mr W L B Souter called and examined

62 402 (*Lord Ronaldshay*) Witness was a Deputy Inspector General of Police He began was a police probationer and had been an Assistant Superintendent and a Superintendent He was appointed Deputy Inspector General in 1906 He had held charge of a good many districts He represented the imperial service in the Presidency in Bombay City and in Sind and believed that the officers unanimously agreed with the written statement which had been sent in though it had not been seen by all after it had been prepared.

62 403 There were always two imperial police officers in the city police and they were liable to revert

62 404 He favoured a system of nomination prior to examination as it would eliminate the purely studious officer who might be unfitted for police work in India A board of selection would be able to judge whether a man had the requisite general qualifications required for the Police including physique The board should eliminate a mere student who whilst being capable of passing a written examination was unsuitable by reason of his want of character and physique

62 405 A considerable proportion of young men went straight up for the examination after leaving school They should not come out to India earlier than 19-21 It would be a good thing if an officer went through his training in England and came out well over 20

62 406 The colour bar in the English examination should be retained as the control of the police should be European with rare exceptions He would much rather see the Indian given his chance of holding a higher post after he had proved his capacity as a Deputy Superintendent but there might be an exceptional case when this rule might be deviated from There should not be too great rigidity One man had been brought in from the military department and cases of that kind might occur again

62 407 Assistant Superintendents went first of all to the police school and after about 18 months were put in charge of Superintendents for a certain time One Assistant Superintendent had been in Karachi for six months learning his work under the Superintendent there The course of instruction given in the police training school would be much better given in England He would bring the men out afterwards and put them under a Superintendent to learn practical work and languages

62 408 The Inspector General should be a member of the police force and if there was not a suitable man in the province he would prefer a police officer drawn from another province to a local civilian Police work was now much more difficult than it had been formerly and if an Inspector General could not be obtained from the cadre of a particular province he should be obtained from that of another The posts should be definitely reserved for the police

62 409 The rule under which an officer had to retire at the age of 55 should be made absolute

62 410 The justification for being given full pension after 25 years service rested on the arduous nature of police duties The Government should also have the power even when a man desired to stay on to force him to go There was a certain number of officers with 25 years service in the cadre and they would take advantage of the concession provided they had something to retire upon He himself should retire with the greatest pleasure if he had a better pension Owing to the expenses of educating children and the expense of living in England officers found that they could not retire now A certain number might retire even on the present pension

62 411 Officers could not afford to take leave The journey between Bombay and England was the most expensive passage on the P & O books being only 5*l* less than the passage to Australia

62 412 He was in favour of commuting a portion of furlough for a shorter period on full pay provided that an officer was allowed to take a year s furlough on medical certificate

62 413 The provincial service was a new one and in Sind had not been very fortunate Of the Deputy Superintendents in Sind one had been appointed direct three had been Magistrates and the others promoted Inspectors The position of the Deputy Superintendent in relation to the Superintendent should be similar to that of the Deputy Collector to the Collector Deputy Superintendents were now simply heads of offices but their experience should be used in more important work The office work was now very heavy and had to be done by someone and that was the cause of the difficulty The solution might be to strengthen the office staff but that meant extra expenditure

62 414 (*Sir Theodore Morison*) When the corporate written statement was drawn up it was the wish of the service to lay particular stress on the conditions of service salary pension &c rather than on general political questions Improvements were asked for not on general grounds of uniformity with other services but on the grounds of the special conditions of the police service The officers did not necessarily claim every thing they thought good in other services simply because it was there but they felt they had suffered by reason of the fact that the Police was the first department to be reorganised The hopes and expectations raised by the Police Commission had never been realised and the favours granted to other departments accentuated the particular hardships of the Police

62 415 If it was impossible for the department to have the power of retiring after 25 years service on a pension of 600*l* and a choice had to be made between the two he thought the officers would prefer the larger pension after 30 years though the ordinary police officer was not efficient after so long a service

62 416 (*Mr Abdur Rahim*) The unfortunate experience with the Deputy Superintendents in Sind was not entirely a question of education.

62 417 The considerations which led him to recommend that there should not be a more extended employment of Indians were general and not particular to the Bombay Presidency

62 418 (*Mr Chaubal*) In the Bombay City Police the Superintendents were mostly promoted from Inspectors and were all Europeans Nearly all the Inspectors also were Europeans The salaries of Superintendents ranged from Rs 400 to Rs 600 and of Inspectors from Rs 250 to Rs 400 There was no prospect of any of the Indian police officers below Rs 250 getting into the higher ranks in the City Police He did not know what standard had been laid down in recruiting for Inspectors

62 419 The conditions of service in the police made it necessary that the recruitment from England should be the recruitment of Europeans and he was not in favour of throwing the examination open to Indians with the safeguard of previous selection

62 420 The police force was much more efficient now than it had been formerly and the confidence of the public must have been increased correspondingly with the rise in the cost of the department but he still thought the department was starved and much more money should be spent upon it If extra expense was incurred it would result in a substantial rise in the confidence of the public

62 421 (*Sir Murray Hammick*) The provident fund was appreciated but it was felt that it did not go far enough With an incremental scale of pay he would approve of the provident fund being abolished and a widows pension fund being instituted founded on actuarial principles At present young married men had to go in for insurance as well as for the provident fund because the latter did not make any provision for the widow He did not think he should be justified in saying that all officers would be in favour of the abolition of the fund and the creation of a widows pension fund without having consulted them

62 422 (*Mr Kelly*) The subject of the relations between District Magistrates and the police in Sind was at present under correspondence and he did not feel justified in entering into the matter

The witness withdrew

F L CLIFFORD Esq Deputy Superintendent of Police Bombay

Written Statement relating to the Police Department being a Memorandum representing the corporate opinion of a section of Deputy Superintendents of Police serving in the Bombay Presidency excluding Sind*

62 423 **(I) Methods of recruitment** —The present methods in this Presidency for recruiting the grade of Deputy Superintendents are—

(*a*) promotion from the subordinate grades and

b) nomination

While accepting the methods as generally satisfactory it is considered that rules should be framed prescribing a standard of physical educational and social qualifications so that officers of the class be approximately of one calibre

The main idea should be to recruit men who are physically fit to perform the arduous and harassing duties incidental to police life and who are educationally and socially fit to hold their own with officers of equal standing in other services

62 424 **(II) System of training and probation.**—Under the present system the *promoted* officer has experience of executive police work and consequently needs no training

The *nominated* officer is sent to the Police Training School where he is required within two years to pass departmental examinations in language law drill and equitation So far as it goes the course is satisfactory but it overlooks practical training and for this purpose a period of not less than six months should be set apart during which the probationer should be attached to a district where he should be given an insight into the workings of the office and headquarters and made to take part in the investigation of all the crime registered at any one police station.

62 425 **(III) Conditions of service**—(a) *Official Status and Duties*—Officially Deputy Superintendents are declared to have the same departmental status as Assistant Superintendents *vide* para 66 of the Police Commission 1902-3 s Report and para 33 of the Government of India s Notification No 248-259 dated the 21st March 1905 Actually a vast distinction is made and the fears expressed in the Maharaja of Darbhanga s minute of dissent to the Police Commission s Report in regard to this matter have been more than justified

The fatal distinction was doubtless unwittingly made when in Government Resolution No 471 dated 22nd January 1907 Deputy Superintendents were declared for the purposes of the Civil Service Regulations to be officers of the second class This practically labelled them as *subordinate* officers and so they have been treated in the assignment of duties and all other matters notwithstanding that the published orders of Government distinctly direct otherwise Thus in respect of duties the Bombay Government in their Resolution No 5983 dated 8th November 1906 Judicial Department stated that

> It is the intention of the Government of India that these officers should take a large share in the superintendence of police duties and investigation, that they should tour when the Superintendent is at headquarters and that they should be in close touch with the whole police work of the district one of the principal objects of their appointment being to give to the Superintendent the assistance of a Native officer who can be relied on to keep him informed of Native sentiment and the under currents of native opinion regarding Police Administration and to advise on any matter in which these play a prominent part

The real position however in which they are placed in respect of their functions and incidentally their status is to be gathered from departmental orders such as those mentioned below† —

(*a*) The Deputy Superintendent of Police should not leave Headquarters when the Superintendent is away to investigate crime except for special reasons of real urgency and importance for inside of a day and from Saturday afternoon to Monday morning

(*b*) The Deputy Superintendent of Police may not take part in the examination of candidates for promotion to the rank of Sub Inspectors

(*c*) The Deputy Superintendent of Police may not supervise musketry of the Rifle squad though the Assistant Superintendent of Police may

(*d*) The primary duty of the Deputy Police Superintendent of Police is to relieve the District Superintendent of Police of office routine and to do confidential work at headquarters There is no objection to employing the Deputy Superintendent of Police *occasionally* and temporarily on investigation in the district but *only* when the District Superintendent of Police for some *special* reason is unable to attend to it himself Should the District Superintendent of Police be forced by circumstances to send the Deputy Superintendent of Police to investigate a case on his behalf he should unless the case is detected during or before the Deputy Superintendent of Police s visit go out on the latter s return and take up the investigation where the Deputy Superintendent of Police dropped it Ordinarily however when both the District Superintendent of Police and Deputy Superintendent of Police are in headquarters together it is the *District Superintendent of Police* who should visit the scenes of and investigate serious crime *not* the Deputy

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* Namely —Messrs Frederick Lionel Clifford William Hugh Marston Jagannath Sagun Rege Muhammad Sihandarkhan Fattehkhan Frank Roderigues, Hector Ratanji Kothavala, Shapurji Darasnah Saiyid Juffer Saiyid Sain El Fdrus Sitaram Balawant Rao Honavar Harischandra Zal Kaikhushru N Kabraji Krishnaji Vithal Shinde Basil Walter Dubois William Walter Clifford Brijlal Keshavlal Mervanji Ratanshah Parekh M A LL B Jadeja Pratapsinhji Ramsinhji

† The Inspector General of Police Bombay subsequently wrote as follows as regards items (*a*) to (*h*) —

(*a*) and (*d*) These orders issued only in the Northern Range of the Bombay Presidency and those in (*d*) were the outcome of a difference between the Deputy Inspector General of Police Northern Range and one of his District Superintendents, who showed a disposition to shirk his duty in the matter of the visitation of the scenes of serious crime and they were issued with a view to explaining what was permissible in the matter of developing this primary duty on the Deputy Superintendent The orders in (*a*) became necessary with a view to explaining what was permissible in the matter of leaving Headquarters during the absence of the District Superintendent of Police in view of the orders of the Government of India to the effect that Deputy Superintendents should tour in other words leave Headquarters only when the Superintendent is himself at Headquarters As a matter of fact the Deputy Superintendents frequently visit the scenes of serious crime for purpose of investigation and frequently tour for inspection when the Superintendent is in Headquarters

(*b*) The purport of the order is here correctly given The examination committee consists of —

(1) The Collector and District Magistrate of the District

(2) His first Assistant and

(3) The Huzur Deputy Collector

The District Superintendent of Police is an additional member and there are many reasons why the District Superintendent of Police should not and does not delegate his duties in connection with this important examination to either an Assistant Superintendent of Police or a Deputy Superintendent

(*c*) The purport of this order is correctly stated The musketry course of the Rifle squads or armed reserve is a training extending over a year and competition combined The force is a special one and few if any of the Deputy Superintendents have the technical knowledge to train the men in the use of the *rifle* during this course

(*e*) This is an order from the Government of Bombay

(*f*) No such orders exist Deputy Superintendents almost invariably serve as often as not preside on committees to pass consignments of clothing

(*g*) The Deputy Superintendent is authorised to serve on such Committees and very frequently does so but he may not preside It is desirable that a European officer should preside over these committees

(*h*) No such order exists. Whether the Deputy Superintendent sees or does not see the Secret Police Abstract is a matter for the District Superintendent of Police to whom the Abstract is sent to determine Assistant Superintendents of Police do not see the Abstracts but in some districts the Deputy Superintendent does

(e) The Deputy Superintendent of Police although exempted from the operation of the Arms Act in respect of a revolver may however not possess it without the previous sanction of his Departmental Head

(f) The Deputy Superintendent of Police may take the place of an Inspector but not of an Assistant Superintendent of Police on the Committee appointed to inspect consigments of clothing

(g) The Deputy Superintendent of Police is not authorised to serve on the Committee appointed to enquire into the loss of arms or ammunition He may take the place of the Inspector on the Committee but he may not preside which the Assistant Superintendent of Police can do

(h) The Deputy Superintendent of Police may not be permitted to see the Secret Abstracts

It will be thus seen that there is a vast difference between the Government conception of what the Deputy Superintendent s duties should be and what they actually are Under existing executive orders the Deputy Superintendent is placed in a very anomalous position Government obviously expect the duties they have specified of him but he is so tied down by executive orders that it is impossible for him to perform them

Deputy Superintendents as a body keenly feel the stigma and distrust implied in the duties assigned to them They feel they are capable of performing the duties contemplated in the creation of their office and they silently resent the distrust implied in orders which exclude them from the confidence of their superiors

In the face of the duties heretofore assigned to them they are loath to thrust themselves forward but with due deference they submit that as their departmental status is declared to be precisely the same as that of Assistant Superintendents their duties and powers ought to be analogous and no less responsible Their duties and their responsibilities ought to be identical and interchangeable with those of Assistant Superintendents They ought they submit to be given Sub Divisional charges as Assistants are to enable them to serve the purposes for which their appointments were created and to gain administrative experience necessary to fit them to hold the post of Superintendents

(b) *Promotion and Prospects* —The Deputy Superintendent s cadre consists of 35 appointments divided into four classes as follows —

9	appointments on	Rs 250
9		Rs 300
10		Rs 400
7		Rs 500

and the only prospect held out is two appointments in the Superintendent s grade to which they may be appointed This practically means that the horizon of a Deputy Superintendent s prospect at the end of 30 years service is Rs 500 per mensem except in very exceptional cases Compared with other Provincial services it is submitted it stands out as a Department to be avoided by the better class of recruits

The following is the distribution of the 33 appointments in the Assistant Superintendents grade a grade in which each officer has the assured prospect of rising within 8 years to a Superintendentship and it is submitted emphasises the difference of treatment accorded to two sets of officers whose departmental status is officially declared to be precisely the same —

6	appointments on	Rs 300
14		Rs 400
13	,	Rs 500

In practice it is found that the Assistan Superintendent gets his 2nd grade (acting or substantive) the day he passes out cf the Training School and his 1st grade within another year or two and generally he acts as a Superintendent within 6 or 7 years of the commencement of his service and continues to act until he is confirmed

The following table shows the salaries drawn year by year by Assistant and Deputy Superintendents of Police appointed in 1906 and 1908 —

	Names	Date of Appointment	Salary						
			In School	On passing Out	1909	1910	1911	1912	1913
			Rs	Rs	Rs	Rs	Rs	Rs	Rs
A S Ps	Mr Shillidy	a 22 11 06	300	400	400	400 Ag D S P	400 + 100	400 Ag D S P	500 Ag D S P
	Mr Gerrard	12 12 08	300	300	In School	300 + 100	300 + 200	400 + 100	400 + 100
Dy S Ps	Mr Kabraji	19 11 06	40	250	250	250	300	Ag D S P 300	300
	Mr Dubois	5 7 08	40	250	In School	250	250	250	250

It is submitted that to limit the number of higher appointments to which Deputy Superintendents can aspire to two is to kill incentive and to discourage recruitment The gloominess of this prospect in this Presidency is made more intense by the decision of the Local Government not to promote any Deputy Superintendent to the Superintendent s grade until the last Assistant Superintendent who came out in 1906 attains that position Thus Deputy Superintendents who in 1907 were for long and approved service appointed 1st grade Deputies have to mark time for at least 9 or 10 years till Assistant Superintendents who had just come out to the Training School pass by them The hardship and injustice of the ruling has naturally created dissatisfaction and apathy for it has not only deprived two officers of earned promotion but it has blocked the promotion of the whole cadre

In this connection the attention of the Royal Commission is invited to para 67 of the Police Commission of 1902–3 s Report, extracts from which are for convenience quoted below —

In Provinces where the ordinary circumstances prevail it is both safe and expedient to throw open some Superintendentships to Natives

They should be employed as far as possible It is more than desirable—it is incumbent on the Government—to use Native agency to the utmost extent possible without seriously impairing the efficiency of the service

To secure that the experiment shall be fairly tried a certain number of Superintendentships should be reserved for Native officers For the present this number cannot be definitely fixed

A beginning should however be made at once wherever the circumstances of the Province allow a few men at least are available in every Province

In the face of this strongly expressed opinion Deputy Superintendents in this Presidency feel it as an undeserved reflection that in the whole of India in this Presidency alone their claims should be totally disregarded

(c) *Allowances of Probationary Deputy Superintendents while in the Training School*—In this respect there is also a vast distinction made between the Imperial and the Provincial recruit Both are recruited for the Superior grades yet one is given Rs 300 per mensem during the period of his probation the other Rs 40 per mensem In the latter case the allowance is totally inadequate The difference has created a difference in treatment in the school itself which cannot but be deprecated as in place of bringing the two classes of officers together so that each may benefit by the society of the other it separates and divides them The Provincial recruit it is submitted should be placed on the same social plane as his Imperial confrere while in the school and should be granted sufficient allowances to enable him to maintain his position and keep a horse

(d) *Local Allowances*—In this respect the difference made between the Imperial and Provincial grades is marked Local allowances are defined as allowances given in addition to pay or salary either for duties which do not properly belong to an officer s office or in consideration of exceptional local circumstances such as the unhealthiness or expensiveness of the locality or duty or the specially arduous nature of the work If the Provincial officer was always a native of the place in which he was serving there may be some reason for refusing him the local allowance But India is a very extensive country and a man born and brought up in one part may feel the climate and other conditions of the part in which he may be serving quite as much as the European and an unhealthy climate is as injurious to the Indian as to the European For these reasons it is submitted that in places where local allowances are granted to members of the Imperial branch similar allowances should be granted to Provincial officers unless they may happen to be natives of the part

The Aden appointment which is recruited from the Deputy Superintendents of the Bombay Presidency is one that causes infinite hardship It is an appointment which has nothing to do with the Bombay District Police and of all Police grades Deputy Superintendents alone are required to serve there Aden is as foreign to the Provincial man as India is to the European, consequently if it is necessary to compel the Bombay Provincial Deputy Superintendent to serve in Aden he should be given adequate compensation Living in Aden is admitted to be 75 per cent dearer than in India and a Deputy Superintendent posted to Aden has perforce to leave his family in India He thus has to maintain two establishments one admittedly a costly one The grant of the present local allowance of Rs 100 per mensem is inadequate The appointment is practically a foreign appointment and it seems unfair to compel an officer to accept it without adequate compensation

(e) *Travelling Allowances* — The Government of India in their Resolution of the 21st March 1905 in creating the grade of Deputy Superintendents declared their functions and departmental status to be similar to those of Assistant Superintendents but later, when the question as to the class of allowances to be granted to the newly created officer was referred to them they in their letter No 39 (Police) dated 12th January 1907 decided that the Deputy Superintendents were to be classed with officers of the 2nd class Obviously when the question was considered the facts that Government had declared the functions and departmental status of these officers to be the same as those of Assistant Superintendents and that Government had specially placed Assistant Superintendents in the category of 1st class officers for the purpose of travelling allowances escaped notice Hence has arisen the anomaly of officers of the same departmental status when employed on identical duties, drawing allowances which in the case of the Provincial officer are 50 per cent lower than those drawn by the Imperial officer and when it is remembered that in the Provincial service there are not only Europeans and Anglo Indians but Indians who live in European style it will be appreciated how harsh the decision must be felt to be The distinction is so invidious and the hardship Deputy Superintendents have to suffer so obvious that it seems superfluous to do more than merely mention the matter to ensure it the consideration it deserves It may be mentioned that the distinction savours of being more racial than economic as on the subordinate planes of the service Europeans and Indians are for the purposes of allowances treated alike yet when the European Inspector is promoted to Assistant Superintendent of Police and the Indian Inspector to Deputy Superintendent the European gets allowances which are twice as liberal as those admissible to the Indian But apart from these somewhat sordid considerations Deputy Superintendents of Police as a body feel they are put in a false position when for all purposes of travelling they are put on the same level as their Sub Inspectors and clerks The Police is a semi military body and discipline requires the line of demarcation between the superior and subordinate officer to be clearly defined This is recognised in the army where the officer promoted to commissioned (even honorary commissioned) ranks is immediately admitted to first class allowances Discipline and prestige both require that the Deputy Superintendent should be treated in this matter with consideration and respect and put on identically the same footing as the Assistant Superintendent In the event of Deputy Superintendents being put in charge of Sub Divisions they should be required to maintain chargers and be given a fixed horse allowance therefor

In respect of allowances admissible in the case of transfer the present rules urgently need amendment In the case of a gazetted officer all that is admissible is double the fare of the class he is entitled to travel by and such concession as may be granted under Article 1000 of the Civil Service Regulations If transfers happen to be frequent and distant the additional cost they involve becomes a positive penalty It is unfair that an officer transferred for the public service should suffer The rules may be so amended as to reimburse to a certain limit actual expenses

62 426 **(IV) Conditions of salary**—(*a*) That the present rates of pay and prospects in the Provincial Police Service are not such as to satisfy the present members or to attract the class of men aimed at goes without question Compared with other services the rates of pay and prospects are meagre The prospects held out in the shape of two Superintendents appointments on salaries rising from Rs 600 to 900 are a delusion as under existing circumstances no Deputy Superintendent can within 25 years of the date of the creation of such appointments hope to rise to Rs 900 The two appointments are looked upon by the Imperial Police as within their preserve and it is not likely that these two or more appointments will be reserved to the Provincial Branch while members of the Imperial service can prevent it It is openly asserted that there is general dissatisfaction among the members of the Imperial service in regard to their present rates of pay and prospects This being so how much more reason is there for dissatisfaction in a class that is given no prospects whatever The Imperial service man starting on a salary of Rs 300 per mensem gets on an average his first promotion and an increase of Rs 100 per mensem the moment he qualifies by passing out of the Training School *i e* in two years within another two years he gets another step of promotion and another Rs 100 per mensem and during the next three years he is usually acting on and off as a Superintendent till ultimately in about the eighth year of his service he is promoted to Superintendent of Police on Rs 700 per mensem and thus he gets on till in the 20th to 22nd year of his service he is assured of Rs 1 000 to Rs 1 200 per mensem with still the prospect of promotion to six higher appointments Compare with this the prospects of the Provincial man who enters the Training School along with the Imperial man While in the school he gets a meagre allowance of Rs 40 per mensem he passes identically the same examinations and starts on Rs 250 per mensem His first promotion takes

him on an average five years and he then gets to Rs 300 he is fortunate if he gets another step in another five years and if he gets his Rs 500 after 16 years service he is more than fortunate There after his prospect is blank as nothing is reserved for him he may if his fitness is established be promoted to a Superintendentship and then he goes to the foot of a list composed of men who have half his service and are years younger A Provincial man s fitness is dependent on the opinion of the Imperial man and as the establishment of the Provincial man s fitness reduces the prospects of the Imperial man is it any wonder that dissatisfaction prevails in both services? In fairness to the Provincial man his advancement should be independent of that of the Imperial man and he should have precisely the same prospect of reaching the topmost rung of his ladder as the Imperial man has of rising on his

The poorness of pay and prospects cannot but militate against the Police Department getting the best men of the class they want and must dishearten the present holders The simplest remedy would appear to be to follow the expedient adopted in other departments and to give the Provincial Police service a time scale of pay as follows —

Probationers while in the Training School Rs 150 per mensem

Deputy Superintendents Rs 300 rising by annual increments of Rs 25 to Rs 600

Deputy Superintendents qualified to hold charge of Districts should have a given number of appointments not less than 15 per cent of the total number of higher appointments on salaries rising from Rs 650—50—950 set aside for them and it should be open to Government in the case of an officer of exceptional ability to promote him to the office of Deputy Inspector General in which case he should get the same pay as the Imperial man.

(b) *Acting Allowances*—In this respect Deputy Superintendents have hitherto been most unfortunate as acting allowances in leave and other vacancies have been denied to the grade In the Assistant Superintendent s grades acting allowances in promotion and leave vacancies are always given and there seems no reason why different treatment should be accorded to Deputy Superintendents This is a matter that can easily be remedied and the Deputy Superintendents trust the Local Government will amend it without waiting for action by the Royal Commission

62427 **(V) Conditions of leave**—The trend of all recent enquiry has indicated that residence in the West is beneficial this being so it is submitted that the leave rules for the Indian services need amelioration and being brought more up to the requirements of the present day Under the existing rules no long leave is admissible till after six years service and no furlough till after 10 years service except it be on medical certificate It is submitted that the Indian services should be granted the special leave admissible to the European services under Article 316 of the Civil Service Regulations and that the period of service necessary to the earning of long leave should be reduced Compulsory service for six months between two periods of privilege leave often operates most harshly on officers and should be done away with Privilege leave should be made admissible as often as required provided it is earned under the rules

62428 **(VI) Conditions of pension.**—The Police Commission decided that the compulsory period of service should be reduced from 30 to 25 years They did so on the grounds that service in the department is of so trying a nature that men as they get on in years should have an inducement to retire and make room for younger and more active men This is specially necessary in a grade like the Deputy Superintendents and there is no doubt that if the pension rules were ameliorated and an officer who had put in a given number of years in the gazetted grades was assured of getting a commensurate pension many officers who are approaching their superannuation and are now on the active list would retire For these and other reasons it is submitted that the pension rules be amended so as to enable a retiring pension to be earned with 25 years service and with fixed pensions for appointments

Written Statement relating to the Police Department being a memorandum by Mr F L Clifford

62429 **(I) Methods of recruitment**—One of the duties assigned to the Police Commission of 1902–1903 was *vide* paragraph 2 (VII) of the Government of India resolution appointing the Police Commission to enquire and report—

> Whether the career at present offered to Natives in the Police in each Province is sufficiently attractive to induce the proper stamp of men to enter it and if not what steps can be taken to remedy this evil consistently with the recognised measures of necessity for European control in the District charges

The results of the Commission s enquiries and deliberations on this point are given in paragraphs 66 to 69 of their Report and in the last named paragraph the minute of dissent of one of the members of the Commission (the Maharaja of Darbhanga) is discussed A careful perusal of these paragraphs is solicited as there is a consensus of opinion among the officers who have been appointed to these posts and the Native and Anglo Indian public that the promises conveyed in these proposals and accepted by the Government of India have not been fulfilled How so will be discussed under the different heads of this memorandum

The outcome of the Commission s enquiries was the creation of the Police Provincial Service—*vide* paragraphs 33 and 34 of the Government of India s resolution No 248–259 dated the 21st March 1905 In this Presidency it came into existence in 1906–1907 by 35 appointments being notified as under —

Deputy Superintendents of Police	Rs	
1st grade on	500	7 appointments
2nd grade on	400	10
3rd grade on - -	300	9
4th grade on	250	9

As the official declaration was that the functions and departmental status of these officers would be similar to those of Assistant Superintendents that they were to assist Superintendents in their duties of control and supervision and that they were to look forward to promotions in the Superintendents grade it was felt that a better career and greater incentive to work were being offered to Inspectors and Sub Inspectors whose prospects hitherto had been limited to Rs 250 per mensem with an occasional promotion to the Assistant Superintendents grade—a prospect frequently blighted by the introduction of European outsiders It also seemed to open a channel through which the class of men who would not care to enter as subordinates would find a career in the department These were the reasonable anticipations which the phraseology of the orders of the Supreme Government passed on the Police Commission s proposals engendered It was not long however before administrative and executive orders made it clear that there was no intention on the part of the Government to acknowledge the Deputy Superintendent as of equal or equivalent status with or to the Assistant Superintendent, further some of the executive orders have put him practically on the same level as his subordinate the Inspector The ultimate result is that it is not now possible to recruit the service from the same class of man who offers for the other Provincial services nor is it a matter for wonderment for in the Police Provincial, the officer is a subordinate in all but name with practically no prospect of rising to anything over Rs 500 per mensem in 30 years a salary which the European Assistant attains in many instances in the first four years of his service

With reference to the methods of recruitment no rules or regulations have hitherto been notified as in the case of other Provincial services but judging from the appointments made it would appear that 70 per cent are filled by promotion from the Inspectors grade and 30 by the selection of outsiders from whom apparently no prescribed educational standard is demanded

The position therefore is that while on the one hand the proposals of the Police Commission sanctioned by the Government of India have not been given a fair trial on the other distrust has been planted in the breasts of the Natives as to the bona fides of the Government The reasons for this unfortunate position may be attributed to the fact that the door which the Government directed to be opened for the admission of the Native to the higher appointments in the service has been opened but the avenue of approach to it is so subtly surrounded by administrative and executive obstacles that passage through it is difficult lengthy and irksome The nature of these obstacles has been indicated in the evidence already placed before the present Commission there is therefore no need to recapitulate it The existence of the obstacles is proved by the fact that though the door was opened eight years ago in this Presidency no Native has yet succeeded in entering it notwithstanding the declaration that it was desirable—nay more it was incumbent on the Government—to open it at once These obstacles exist in the rules and regulations which govern the methods of recruitment and the opportunity to create enlarge and increase them is afforded by the difference in designation It is much easier to make rules for a section of a class distinguished by a separate nomenclature than to make them for a class all sections of which have a common designation and then say that they apply to a particular section in the latter case invidious distinction stands out much more clearly

The above indicates the general feeling amongst the officers of the Provincial Service and that section of the public interested in that service It shows that a superior service composed of Europeans and Natives between whom a distinction is made by separate appellations can never be satisfactory However composite it may be at the commencement it separates and parts as time goes on Assuming that the intention of Government is to continue its declared policy of having a superior service comprised both of Europeans and Natives it is submitted that the only way to secure success is to determine the proportions of each type to be maintained and then to recruit in the best way possible for each class For the European it has been decided the best method of recruitment is by examination in England For the recruitment of the Native the Police Commission were less definite as to the most effective method they suggested none—they merely said it was necessary to adopt the most effective means of securing the best class of officers Experience in other departments into which Natives have passed through the open door of competition shows that competition is a better method than selection It is admitted that selection when applied to Europeans in the past was a failure What hope can there be of its being any more successful with the Native? The Native himself would prefer competition. It involves preparation and if Government create an honest demand the supply will be forthcoming to meet it Therefore for direct recruitment competition is recommended

There is however another class that has to be provided for—the class that starts at the bottom of the ladder and climbs upwards From this class has come many of the best police officers European—Domiciled—and Native It is a class which received little encouragement at the hands of the Police Commission but which nevertheless is deserving The Police Commission improved the pay and prospects of the superior officers and of the rank and file it improved that of the investigating officer—it left the Inspector in a way worse off than it found him for it cut down his daily allowances to Re 1 a day In so far as the Inspectors grade is a recruiting ground for the superior service it ought to be fostered It is an avenue through which a certain and desirable class of men alone can be secured for the department At present an Inspector cannot rise to more than Rs 250 per mensem—a prospect which is doubtless good for the man who starts as a Sub Inspector or lower but a poor one to the man who enters as an Inspector To a candidate who enlists as an Inspector the Provincial Service offers some prospect but not an adequate one for through its ranks must come as in the past the most useful class of police officer the officer with knowledge and actual police experience—the officer who through fortuitous circumstances was unable to get in through the door of competition If therefore the Provincial door is to be closed as it must be if the popular voice is hearkened to the interests of this class should be secured first by better prospect in its own ranks secondly by reserving at least 7½ per cent of the appointments in the superior service for it with one limitation that being that no officer be promoted through this door unless he has not less than ten years really good and approved service to his credit The prostitution of this channel as has happened not infrequently in the past by making it a means of ingress contrary to the spirit of the rules will be partially guarded against by insisting on the ten years service in the Inspectors ranks

Thus the proposals under this head may be formulated as under —

(*a*) The abolition of the Provincial Service as it at present exists

(*b*) The division of the department into three branches—

- (i) Superior to consist of Assistant Superintendents and officers of higher rank
- (ii) Upper Subordinate to consist of Inspectors
- (iii) Subordinates to include all ranks below Inspectors

(*c*) The provision of better prospects within its ranks for the upper subordinate class

(*d*) The appointments in the superior service to be divided between Europeans and Natives in such proportions as are considered necessary and adequate to efficient administration

(*e*) Recruitment—

- (i) for direct appointments to be by competition only for Europeans in England and for Natives in India
- (ii) by promotion from the upper subordinate grades For this purpose it is suggested that 7½ per cent of the superior appointments be reserved

Note—Here please see separate note under Claims of the Domiciled Community (paragraph 62 437)

62 430 **(II) System of training and probation**—Promoted officers will require no training

For officers appointed by competition the training should be identical for Europeans and Natives

The present system so far as it goes is satisfactory It however omits an essential part of a police officer s duties viz investigation of crime There is no reason why the requisite knowledge of law drill and equitation should not be acquired within a year Language will probably require a longer period For it two years may be allowed The second year should be devoted to practical training and language Practical training should be obtained by placing the probationer in charge of a police station under the supervision of an experienced Sub Inspector in a large station such as Poona Ahmedabad Dharwar or Belgaum (the vernacular of the district being the vernacular the probationer has to pass in) and making him do the entire work of the police station At present he is supposed to gain this experience by personally investigating six cases a year while in the grade of Assistant or Deputy Superintendent

62 431 **(III) Conditions of service**—The conditions of service salary leave and pension should be the same for all officers European or Native in the superior service Those for the two other services do not come within the province of this memorandum

Retirement at 55 should be rigidly enforced

The present practice of promoting Assistant Superintendents with less than seven years service to acting District Superintendentships should be prohibited A superior service recruited as suggested above will possibly prevent this as the number enlisted will be the number to fill the higher appointments plus the additional number necessary for the requirements of Police work—*vide* paragraph 66 of the Police Commission s Report If it does not then senior and experienced Inspectors should be appointed to act Administration by young and inexperienced officers is to be deprecated.

The existing conditions are such as described under this head in the memorandum already submitted Since the creation of the Police Provincial Service the tendency of all executive orders has been to restrict the use of the Deputy Superintendent and rob him of his self respect Instead of being encouraged to rely on himself and act on his own initiative he is fettered and bound to such an extent that he cannot be of any assistance to a Superintendent except possibly to relieve him of a very small portion of clerical work Even in clerical work his assistance to the Superintendent who wishes to keep in touch with his work, can be little as the Superintendent must deal personally with all the crime and other important work of his district he cannot afford to delegate any but the most nominal duties to his Deputy Besides this as the larger proportion of Deputies are promoted Inspectors they are practically of little use in the office chair the capacity in which they are employed They are practical executive officers useful to investigate crime and to tour about the district supervising subordinates and mixing with the people In this capacity they would undoubtedly be useful but this is the one capacity in which an executive order prohibits their use—*vide* page 2 paragraph (*a*) of the corporate memorandum The universal feeling is that they are treated and used as subordinates That this was not the intention of the Supreme Government is evident from the terms of their orders—but if it is such the object of classing Deputy Superintendents in the gazetted grade is not apparent Better for officers and men that Deputy Superintendents be extricated from their false position and graded and paid as an Upper Subordinate Service much as the Bombay City Police now is—such a step would satisfy the majority of the class from which Inspectors are recruited it will not satisfy a class educated in a better degree and consequently possessing higher aspirations

In regard to promotion and prospects the present Provincial grade is scarcely on a par with the Upper Subordinates of the Bombay City Police There every Inspector has the prospect of rising to a Superintendentship and Rs 400 to 600 a month, in which latter class he ranks as and draws the allowances of a first-class officer In the Provincial Service the horizon of the Deputy Superintendent is always limited to Rs 500 per mensem and the dignity of a second class officer The prospect of two appointments in the Superintendents grades have so far proved a Will o the wisp

In respect of allowances of all kinds the corporate memorandum has depicted the disabilities the service labours under The disproportion between the allowances of the Imperial (Rs 300) and Provincial (Rs 75—it was till very recently 40) probationer indicates the principle of treatment between the European and Native from start to finish It may be noted that the salary of the European probationer in *all* provinces is the same that of the Provincial probationer different ranging it is believed from Rs 40 (now 75) in Bombay to Rs 100 elsewhere Can the irritation engendered by such principles be wondered at ?

In the Army where the general standard mental and moral between the warrant and the commissioned ranks is infinitely more pronounced than that between the Provincial and Imperial branches of the Police the warrant officer on promotion to honorary commissioned rank becomes in virtue of his rank an officer of the first class Discipline demands it In the Police for the same reason the Police Probationary Assistant Superintendent and the Assistant Superintendent are specially elevated to that class they are all officers of less than 10 years service The promoted Deputy Superintendent—the officer of many years *approved* service the officer whom it is most desirable to dissociate from the class from which he has risen the officer who should be encouraged to maintain his dignity and position the officer whose emoluments in the past have been small—is granted the allowance of a second class officer Another respect in which he feels his position false

62 432 **(IV) Conditions of salary**—The memorandum representing the corporate opinion of the Deputy Superintendents has stated their case under existing circumstances It proceeded on the assumption that the Provincial Service as established, is not satisfactory that the intention obviously was not to put it on an equality with the Imperial Service as regards status and functions and that criticism was to be limited to the status quo It therefore confined itself to recommendations and arguments for an amelioration of existing conditions These conditions it is contended are unsatisfactory They are not what the original orders of the Government of India implied or intended and they necessarily fail to attract to the Police Service the stamp of Native that the service is admittedly in need of If therefore the standard of the service in regard to the Native element is not to be raised to that high level which the Police Service—with its intimate and close relations with the public—of all services demands then its conditions should be ameliorated to the extent proposed That is by starting probationers on a salary of Rs 150 by introducing the incremental system of salaries (Rs 300—25—600) and by giving the service a fixed number of Superintendentships on Rs 650—50—950 &c To which may be added that in the event of a block in promotion personal allowances should be granted

But if there is to be no retrogression from the policy enunciated as a result of the Police Commission s enquiries and the best class of Native is to be attracted then it must be on the same terms as the European When the conditions of service are identical there is no justification to make a difference in wage The arguments that the Native is inferior to the European is based on a generalisation It may be absolutely correct when applied to a class it loses much, if not all of its value when the comparison is reduced to selected specimens of either class It may with equal reason be argued that all Europeans are equal simply because they are Europeans But when one descends from theory to practice he finds that after extensive enquiries a body such as the recent Police Commission found that European differed from European as much as European is alleged to differ from Native The Native contention is that if the Native is recruited with the same care and discrimination as the European he will render equally good service to the Government But if he is to be attracted the bait must be equally alluring

62 433 **(V) Conditions of leave**—If the contention of the Native for admission to superior service on the same terms as the European is admitted he will by virtue of his appointment become eligible for the rules which apply to that service If on the other hand a separate and inferior service under the title of Provincial is to be maintained then in the interests of Government as well as the individual the leave rules should be amended so as to make it possible for the Native to get leave on the same terms as the European now does under Article 316 of the Civil Service Regulations and the period of service necessary to earn furlough reduced to six years Experience has shown that the Native does not ordinarily avail himself of facilities for long leave consequently any amelioration of the rules will if availed of be to travel to the West which in the interests of the Public Service is desirable

Leave allowances —Those applying to Indian services are altogether inadequate and should be raised to put them on an equality with those for European services whether the leave is enjoyed in India or not Desirable modifications in other directions would be to allow privilege leave to be accumulated to six months and half the period admissible as ordinary furlough during the whole service taken as furlough on full pay

In counting leave towards pension there should be no difference between periods spent ' in and out of India—*vide* Article 408 Civil Service Regulations

62 434 **(VI) Conditions of pension**—The highest pension that can be earned under existing rules is Rs 5 000 per annum The extra thousand for certain specified appointments is outside the pale of the Police Provincial Service The grievance of the Provincial Service is that under existing conditions the prospect of any member attaining anything over Rs 3 000 per annum is sufficiently remote to be considered impossible As compared with the Imperial Service it means that the Provincial man can earn but three fifths of that of *every* man in the Imperial and of *half* of that of many of them As compared with other Provincial Services it means that in every other service it is possible to earn the maximum The reason is clear In every other service the proportion of higher appointments is considerably higher than in the Police In the Police the proportion of Europeans to Natives is 95 to 5 This spells block in promotion and pension to the Native In his own service he sees the European race by him in other Provincial Services he sees the Native do likewise He remains stationary in pay and therefore pension He works as honestly and his services are good and approved His compensation nil This factor alone is sufficient to divert the best class of Native from the service The advancement of every member of the Police Provincial Service is retarded by obstacles which no qualities in him can remove The very few appointments to which he can rise are grudgingly given They are practically in the gift of a class that has to deprive itself to give them A state of affairs which it is submitted is highly improper If the upward progress of the Deputy Superintendent is to be prevented for no fault of his he should be compensated by being granted a progressive personal allowance which should count for pension Thus after five years service in the first grade of Deputy Superintendents (if the officer is qualified to hold charge of a district) he should be eligible for a personal allowance of Rs 100 after eight years Rs 150 and after 10 years Rs 200 so that at the end of his service he might earn a pension of at least Rs 4 200 per annum

The above proposal would only affect present conditions In the event of a change in the present constitution of the Provincial Service such as for instance the grant of the incremental system of salaries the services of officers who have already suffered from the block should be separately and specially considered

The conditions of service are such that it not infrequently results in the premature death of an officer, leaving a widow and young family The rates of pay and prospects in the service as it is are lower than any other service and the duties more arduous consequently some such provision as that proposed in paragraph 70 of the Commission s Report would tend to make the service more attractive

62 435 **(VII) Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—The limitations which at present exist are that under the present system the European gets more than his proportion of appointments This is largely due to the respective proportions not being clearly defined The past history of the department shows that up to 1895 when the system of the competition was introduced Europeans got in by nomination a system which is described as having utterly failed and as being universally condemned Representatives of that system still exist and as the value of the Native is largely based on the estimate of such representatives it is submitted that it ought not to be accepted at more than the estimated worth of the class from which it emanated The Police Commission would appear to have accepted this estimate *in toto* This was scarcely fair to the Native for he has thus been judged on selections from his class by judges who the Commission subsequently held were in the vast majority of cases incompetent His class has been judged from specimens selected by admittedly poor judges He asks now to be tested by the best of his class and for that purpose contends that larger and more liberal opportunities should be afforded him for entering the higher spheres where his efficiency in actual administration should be steadily and sympathetically tested instead of his inefficiency being assumed as it has been on the *ipse dixit* of an interested and prejudiced class

The division of services into Imperial and Provincial in a service like the Police is to be deprecated It savours of a European and superior and a Native and subordinate service It encourages the European to assume superiority It lowers the Native in the eyes of the large majority of the public with which the police come more directly into contact and which is not sufficiently educated to appreciate the subtle distinction. The gist of the evil of the distinction is that it does not allow the Native an equal chance with the European The present conditions in India would appear to indicate that in many parts the link which the Police Provincial Service was created to be between the Government and the public has been badly forged

62 436 **(VIII) The relations of the Service with the Indian Civil Service and other Services**—The relations of the service with other services are on the whole cordial

62 437 **(IX) Other points**—*The Domiciled Community*—The Police Commission in dealing with the question of recruitment of Superior Officers of the department confined its considerations to two main elements European and Native In the accompanying memorandum this method has been adhered to and the separate interest discussed as between European and Native The domiciled as an independent factor was not considered by the Police Commission His claims to consideration as a portion of the European element was referred to and brushed aside with the observation— The Commission do not believe that a ' good type of European is generally obtained by any system of recruitment in India They regard English ' education and Home associations as of supreme " importance in the formation of the character of an Englishman —and because the domiciled comes within the definition of a Statutory Native they arbitrarily included him in the Native element The Government of India in considering the Commission s proposals took a broader and fairer view of the claims of the domiciled and the Secretary of State decided that he was unable to admit that for police purposes he was inferior to the imported European and that the arguments in favour of continuing to utilise him greatly preponderated ' The avenue for his admission by direct recruitment as part of the European element which he ordered to be opened was however an exceedingly narrow one and the reservation that it was to be accessible by special recommendation only practically closed it to the class who from past experience knew that special recommendations were a monopoly One of the results of the order was that schools which till then had had a special department for the preparation of boys for the Police closed them Obviously because they considered the door of admission virtually closed

Argue it as one may the conclusion cannot be avoided that the domiciled represents the indigenous European element Members of the community have no doubt in some cases deteriorated and drifted to a lower environment and have in a manner lost their homogeneity in the same way as members of other classes and nations have done all over the world others including many in which there is and has been a colour strain have maintained their environment at a high level and have been educated and brought up as well as the better class of Englishman To assert as has been selfishly done that this class cannot supply men of the same standard and type of culture as those now being imported is refuted by the fact that all over the country in all services in all walks of life members of the community have risen to the top in spite of the handicaps they have been made to carry In the Police bygone history exemplifies this for in time of stress or strain or emergency in times of direct need the policeman who has come to the front invariably and persistently has been a member of the domiciled community—thus in the troublous times of 1857 Forjett in the political crimes of 1897 Brewin and in the Nasik Conspiracy of 1909 Guider The unprejudiced deduction from such data would appear to be that for ordinary purposes the European from England is useful even valuable but it is the domiciled European element that has been essential in all those cases where the pressing need has been for men possessing more than the ordinary administrative routine capacity There fore since the indigenous element is essential it is clearly necessary to so formulate the system of recruitment that the very best type of this requisite material be obtained

Hitherto the recruitment of this class in the District Police has been discouraged even repressed The candidate for a Police career has been met with the information that he must start as a sergeant *i e* on Rs 80 per mensem, consequently he has taken his qualifications elsewhere As a candidate for the superior grades he has lacked the qualification connexion —his father or his father s friend has not been in a position to influence nomination The member of the class who has elected patiently and resolutely to fight his way upward from the lowest rungs of the ladder has invariably been robbed of his prize (promotion to the higher grades) In spite of rules and regulations this has been done time and again and the Native and the Domicile thrust aside Even since the orders passed on the Commission s Report have such appointments been made and in only one solitary and very recent instance—that of a domiciled European who is said to have failed in the open competition in England twice—has any but a non-domiciled European been recruited or promoted This policy of depreciation and discouragement of an admittedly useful class has been defended on the legend that the domiciled lacks moral fibre He has never been tested by careful and discriminate recruitment In all branches where he has been able to secure a start on a living wage he has persevered and commanded esteem *vide* paragraph 27 of the Government of India s resolution on the Police Commission s Report where the Secretary of State has recorded that he was

> strongly impressed with the expediency urged upon him by officers of long and recent experience in India of keeping open the higher branches of the Police to that class of Europeans whose knowledge of the people their language and their ways has in the past given to the service some of the best and most skilled officers

The community has long felt that it has not been given a fair chance in the Police or other services where the system of recruitment has been by nomination Its arbitrary inclusion in the class Native deprived it of separate and independent consideration It admittedly represents the indigenous European element and as such suffers precisely the same disabilities and hardships as the non domiciled European. The modes of living of the non domiciled and domiciled are identical therefore if the European is entitled to special treatment there is no logical reason why the domiciled should be denied it If Rs 500 is too little for a European officer of eight years service (paragraph 65 of the Commission s Report) how can it be sufficient for the domiciled European of 30? His being classified in the Provincial Service makes no alteration in the style or cost of his living His house rent his servants wages his tailor s butcher s and baker s bills have all to be paid at the same rates as any other European whether domiciled or not

Similarly in the Inspector s grade it is unfair to place the European domiciled or non domiciled on an equality of pay with the Native The conditions of the different modes of living justify a difference In the superior grades the Native has to move into a different environment and adopt a more expensive mode of living—he has to maintain his position If therefore he comes up to the standard of culture prescribed for admission to the higher grades and performs precisely the same duties as the European, he is entitled to the same rate of wage This is not so with the Upper subordinate The environment and the mode of living of the European and Native in the Inspector s ranks are vastly different and all in favour of the Native Besides this from the European a something defined generally as European qualifications over and above that required of the Native is demanded and as a matter of fact in practice a higher moral standard is expected of him.

The above is the case for the domiciled community—or rather that section of it which has not deteriorated and lost its claim to homogeneity with the European. As far as the Police Service is concerned the Secretary of State has already described it as a desirable source from which to recruit for the superior grades Its need in the upper subordinate grade is admitted. As the indigenous European element it is unfair to make it share the proportion of appointments allotted to the Native Its past history entitles it to share the proportion allotted to the European and on the same terms In the upper subordinate grade also a proportion of the appointments should be reserved for it on special rates of pay

To obtain the best type of the class the system of nomination is to be deprecated A standard and type of culture which should be in no way inferior to that of the English examination should be fixed and the competitive system applied. With reasonable prospects of entering the superior grades of this and other services parents will educate and the schools and colleges of the country will soon lay themselves out to prepare and train boys and the public service will attract the best of the class

A distinction which the class views as an unmerited and invidious one is that which exists in the condition of eligibility which is being rigorously enforced against the domiciled, in the rules for the competitive Examinations for the Indian Police Force in England In the face of the Secretary of State s announcement that from the domiciled class have come some of the best and most skilled officers of the department it seems somewhat ungenerous to deny candidates from the class who can afford to receive their education in England the right of competition simply because they show a colour strain.

Mr F L CLIFFORD called and examined

62 438 (*Lord Ronaldshay*) Witness joined the police force in 1889 as a confidential clerk to Inspector General, was subsequently created an Inspector and ultimately made office Superintendent, from which post he was appointed Deputy Superintendent on Rs 400 in 1907 He represented the Provincial Service in Bombay as distinct from Sind The reason why a joint written statement had not been put in for the Bombay Presidency and Sind was that the officers in the two areas were scarcely known to one another The written statement substantially represented the views of the whole Provincial Service

62 439 He desired to abolish the Provincial Service altogether and to divide the Police Department into three branches a superior branch consisting of Assistant Superintendents and officers of higher rank an upper subordinate service consisting of Inspectors and a subordinate branch which would include every one below the rank of Inspector The Deputy Superintendent had been only a gazetted officer in name His allowances and his duties were the same as those of the subordinate service Consequently it would be better that he should be classed as an upper subordinate, with similar rates of pay Under this scheme all the present Deputy Superintendents would be put into the Inspectors class except such as were fitted for the superior service The method by which that should be carried was one for others to decide He

had not thought of a way out of the difficulty which would arise if the number of assistants was increased but the number of Superintendents remained the same

62 440 The domiciled community had been rather excluded and he desired to give them a percentage of the European element There should be two per centages fixed one for Indians and one for Europeans and the domiciled community should be given their share in the latter

62 441 The Native of India in the superior service ought to receive the same pay as a European Many of the Europeans now in the Imperial Service were not Europeans domiciled in England, but men who had gone out of the country to obtain their education and then come back It was true that Europeans from England were put to greater expense than officers who belonged to India but it did not follow that the former should receive higher pay The Englishmen who went to the colonies accepted the rate of salary there current If any extra pay was given to the European from England it should take the shape of a foreign service allowance

62 442 The work given to the Deputy Superintendents was mainly office routine work If Deputy Superintendents were placed in charge of sub divisions the office work might be left to the head clerk He did not consider that it was necessary to have a responsible man to take charge of the office when the Superintendent was away

62 443 If the position of the Deputy Superintendents in relation to the Superintendents and the Assistant Superintendents was recognised to be the same as that of the Deputy Collectors in relation to the Collector and Assistant Collectors the present views of the Deputy Superintendents would be met But later on as education spread throughout India more would be demanded

62 444 The Provincial Service man ought to be a first-class officer for purposes of allowances

62 445 (*Sir Murray Hammick*) There were distinct orders that the Deputy Superintendents in Bombay should not take part in the examination of candidates for promotion to be Sub Inspectors, supervise the musketry practice of the rifle squad take the place of an Assistant Superintendent of Police on a committee appointed to inspect clothing serve on a committee appointed to enquire into the loss of arms or ammunition or see any of the secret abstracts All those things were felt as grievances as they lowered the Deputy Superintendents in their own estimation For many years he practically wrote the abstracts and yet when he was promoted to be a Deputy Superintendent he was not permitted to see them He was not so sure whether there was a distinct order that the Deputy Superintendents although exempted from the operation of the Arms Act should not possess a revolver without sanction

62 446 His scheme was to fix proportions for Indians and the domiciled community and to give the latter their share amongst the Europeans For their places they should be allowed to compete in India by open examination If a man claimed a domicile in India he might come out to India to compete in the examination there At present the domiciled community would be hard hit by competing with men who had had their education in Europe but as time went on that would work itself out Up to the present there had been no openings for them in the country and consequently facilities for their education and training did not exist Once there was a demand the schools in India would rise to the occasion It would go far towards satisfying the wants of the domiciled and the Indian community if Deputy Superintendents were appointed under a system which put a check on personal patronage if the disabilities imposed upon them were removed and if they were allowed to rise to at least Rs 800 and had a definite number of Superintendentships allotted to them

62 447 (*Mr Abdur Rahim*) It had been laid down that police officers should be largely European His idea was to give the domiciled community the same percentage of appointments as was given to Indians If 25 per cent was given to Indians 25 per cent should be given to the domiciled community At present the proportion of Indians was 5 per cent and the domiciled community had to share in that The domiciled community claimed an equal proportion with Indians on the ground that they were part of the European element and had local knowledge

62 448 (*Sir Theodore Morison*) He knew personally about half the thirty five Deputy Superintendents and could say from his own knowledge that there were three or four who were quite fit to be Superintendents of Police

62 449 (*Mr Kelly*) The present conditions of the Provincial Police Service failed to attract educated men of good family It was true that amongst those who had been appointed of recent years there were M A s and LL B s and Kumars and they were quite suitable for the service but taking the bulk of the men he did not think that they were of the best type He did not dispute the statement of the Inspector General that men with degrees could be obtained for Inspectors but having regard to the fact that in the Police Service the highest pay was Rs 500 whilst in the Provincial Civil Services it was Rs 1,000 it was scarcely likely that the former would attract the best kind of man

62 450 He could not say that he had seen the orders he had referred to when replying to Sir Murray Hammick but was sure that they existed and would submit copies to the Royal Commission

62 451 (*Mr Damodardas Vrijbhukhandas*) He did not know that Deputy Superintendents ordinarily presided over committees on the subject of clothing

The witness withdrew

SYED MAHMOOD SHAH Deputy Superintendent of Police Sind

Written Statement relating to the Police Department being the corporate views of the Deputy Superintendents of Police serving in Sind*

62 452 **(I) Methods of recruitment** —The present system of recruitment viz partly by direct nomination and partly by selection from amongst Inspectors is satisfactory

62 453 **(II) System of training and probation.**—A Deputy Superintendent of Police directly recruited and with no Police experience should after passing the usual test at the Training School undergo the following additional training during the period of probation —

(1) For the first six months he should work with an experienced Sub Inspector both in office and outside He should as far as possible personally attend to the investigation of crime within the Sub Inspector s charge

(2) For the second six months he should tour with the Inspector of Police devoting particular attention to the inspection work

The period of probation in the ordinary circumstances should not be less than one year The proposed training will it is hoped enable the probationer to get a thorough and practical insight into the Police work both in the office and in the district The probationary allowance of the Deputies should be the same as that of the Deputy Collector

62 454 **(III) Conditions of service** —The Deputy Superintendent s appointment in Sind is emphatically unpopular All the present incumbents are dissatisfied with their present position and are a discontented lot

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* Namely Messrs S Mahmood Shah A C Critchell J B Kinnersley Zia ud din Ahmed M Daud W Gillespie and Mir Maqbul Khan Deputy Superintendents of Police Mir Maqbul Khan noted as follows — I do not agree with the first part and object to nomination Promotion should be from among the Inspectors

of officials Those drafted from the Revenue Department (and they are three such) would welcome their transfer back to that department if they had the option of it and those who are promoted from the department itself but for the consolation of better emoluments are equally dissatisfied The only reason for the present state of discontent among the Deputy Superintendents is that the work allotted to them is of quite unimportant nature and consequently they have very little share in the administration of the district and have very little scope for display of their individual merit The chief duties of the Deputy Superintendent consist in the supervision of the Police accounts disposal of office routine of the most trifling character and inspection of the stores and stables in the head quarters Occasionally when the Superintendent of Police is busy elsewhere or finds it inconvenient to proceed to a scene of offence the Deputy is deputed to investigate a crime for him This duty which is perhaps the most important work the Deputy is at times called upon to undertake is done under the most unfavourable circumstances and consequently with poor results Being stationary at Headquarters all the year round he gets very rare chances of coming in direct touch with the people and hence the knowledge of the country and the criminal population which undoubtedly is the most valuable asset for the successful detection of the crimes is denied to him He has invariably to depend on the information and the advice of the subordinate Police who on account of their being in immediate touch with the people can rightly claim a better knowledge and acquaintance with the local conditions Investigation of crime by the Deputy is thus at times only a better paid Farce Under such circumstances it is no wonder that the malpractices in the investigation work which have many a time formed a subject of adverse comment in the press and in the Judicial records remain unchecked

The Deputy has chances few and far between of studying the Native sentiment and under currents of Native opinion regarding Police administration and the Superintendent of Police has thus to rely chiefly on whatever information he might get through the agency of his subordinate police This was held to be one of the chief duties of the Deputy Superintendent at the time of the creation of these appointments but as it is the Deputy has had very few chances of giving any assistance to the Superintendent of Police in this respect We need hardly emphasize the utmost necessity (from a political point of view) of a responsible agency for the communication of reliable information about the state of the country The Deputies have practically no share in the supervision or control of the Police Force (page 50 of the Police Commission Report) which they claim they must have To be brief they are in the words of a late Deputy Inspector General of Police for this Province being merely used as glorified head clerks (the Deputy Inspector General of Police s circular memorandum No 2241 dated the 29th April 1908 and his remarks in the Police Administration Report for the Province of Sind for 1908) The work which they are at present doing could be done by any ordinary clerk of average intelligence and the bare truth is that they are at present a superfluous burden on the finances of the State

The Commission in Sind has defined the position of the Deputy Superintendents as being analogous to that of the Daftardar to the Collector But in practice it is not so The Daftardar being the real head of the office is the channel for all the correspondences to the Collector He is consulted in important matters and has his voice in almost every concern of the district He tours with the Collector and inspects Taluka offices on his behalf He meets the people and keeps the Collector in touch with the details of the administration In the Police Department in Sind however the old order of things still prevails The inspection work of the Police Offices is done by the Reader with the help of a petty munshi and the manifest abuses of this system in the hands of the low paid and irresponsible munshis cannot be too strongly condemned What actually happens is this that at the end of every ten days (which is the usual period of the halt of the Superintendent of Police at a police station) the Reader brings up a list of Harfat (inspection notes) the dimensions of which vary according to the length and breadth of the Reader s easy conscience and sense of integrity The Police record being mostly in vernacular the Superintendent of Police finds the study of it a very irksome business and thus the Reader has a free latitude to pick and choose as it suits his interests best That the Reader has a great power in the department is a fact too well known and the Sub Inspector s first concern at the time of annual inspection is to win by hook or crook his good will It is indeed regrettable that the Deputy Superintendents have so far been of absolutely no use to the Superintendents in effecting any improvements in the *modus operandi* of the inspection and if the present system continues there is hardly any chance of any change for the better in future

The last Police Commission had strong reasons to believe that the Police Force on account of the complaints of inefficiency and charges of corruption and oppression was in a most unsatisfactory condition and that abuses were common everywhere which involved great injury to the people and discredit to the Government On the evidence of many experienced District Magistrates and Police Officers they realised the enormous advantage that must accrue to a Superintendent from the assistance of a responsible and well paid Indian subordinate of education and character With a view to improve the then existing state of affairs they proposed to create the Provincial Police Service and very rightly insisted on a very judicious selection of the persons recruited for these appointments The cadre of the Deputy Superintendents was brought into existence in response to the cry of the people against the evils and vices of the department Unfortunately however this class of officers at any rate in Sind have done very little to justify the expectation of the Commission and of the country in raising the moral tone of the force or otherwise restraining to any extent the abuses which are too well known to need description

In case it is considered desirable to make any use of the services of Deputy Superintendents it is essentially necessary to adopt one of the two following alternatives —

(1) Either the Deputy Superintendent should accompany his Superintendent in the district as the Daftardar accompanies the Collector should place himself in direct contact with the people and take a substantial share in the investigation of serious and important crimes or

(2) The Deputy Superintendents may be placed in charge of Sub Division as Assistant Superintendents and Deputy Collectors

If in the absence of the Collector from the head quarters routine work which is much larger in bulk and of much more multifarious character than that of the Police Superintendent can be attended to properly by his office there is no reason why the same arrangements should not work satisfactorily in the case of Police Superintendent s office The disposal of the ordinary routine work by the Deputy even when he is in camp is quite feasible

It is quite possible now to place Deputy Superintendents in charge of Sub Divisions as the sizes of the various districts have been greatly reduced This arrangement will on the one hand greatly relieve the Superintendent of Police of the burden of office routine and on the other serve as an excellent training for the future Indian Superintendents of Police Moreover, the Deputy being responsible for the work of his own Sub Division must take special interest in and exercise greater pains for the improvement of the force in his charge

Whichever of the above alternatives is adopted it is imperatively necessary that the powers and duties of Deputy Superintendents should be very clearly defined As early as 1906 the Government of India in their letter No 610 dated 13th June 1906 to the address of the Government of Bombay decided as it will appear from the following extract what should be the functions of this new class of Police Officers — It is the intention of the Government of India that these officers should take a *large share* in the work of *superintendence of Police duties and investigation*, that they *should tour* when the Superintendent himself is at headquarters and that they should *be in close touch* with the *whole Police work* of the district one of the principal objects of their appointment being to give the Superintendent the assistance of a Native officer who can be relied upon ' *to keep him informed of Native sentiment and the undercurrents of Native opinion* regarding Police ' administration and to advise on any matter in which these play a prominent part (Italics are ours) The instructions contained in the above letter have not yet received a practical shape Likewise in para 33 of Government of India s Resolution No 248–259 dated 21st March 1905 it was laid down that the functions and the departmental status of Deputy Superintendents would be similar to those of Assistant Superintendents yet in practice this has not been recognised

Confidential reports may not be considered unless the officer reported on has been given an opportunity to explain any point raised in the reports The present system appears to be one sided and however incorrect the report might be there is no redress to the aggrieved party as he is not permitted to question its accuracy

Deputy Superintendents are required to wear full dress uniform at public functions like an At Home when Assistant Superintendents and Superintendents can attend in mess kit Considering that Assistant Superintendents and Superintendents have no mess of their own and that the full dress uniform is most inconvenient at certain functions Deputy Superintendents may be allowed to wear mess kit which may be prescribed

62 455 **(IV) Conditions of salary** —(*a*) The pay of the Deputy Superintendent is much too small as compared with that of the Deputy Collector, and there is every likelihood of the prospects of the Revenue Provincial Service being made still better as a result of the enquiries of the present Commission The obvious result of this disparity of treatment will be that only second rate men will hereafter care to join the Police Provincial Service We therefore very strongly urge that in view of the above circumstances and the fact that prices have risen in all directions the Deputy Superintendents may be placed on the same level with Deputy Collectors as regards grades of pay Of course we at the same time suggest the increase of the pay of Assistant Superintendents and proportionate increase of the pay of Indian and European Superintendents At present the pay of an Indian Superintendent runs on the scale of 600 700 800 and 900 per mensem whereas a Deputy Collector rises to a maximum of Rs 800 besides the listed appointments being open to him This virtually means that in his first two grades even the Indian Superintendent must draw less pay than that of the Deputy Collector, though certainly he shall have a higher status and position

We further strongly suggest that in the interests of the efficiency of Provincial Police Service a much larger number of the appointments of Superintendents be thrown open to Deputy Superintendents of Police At present only two such appointments have been reserved for them though in practice not even one permanent appointment has been made during the last six years Thus not only the Deputies compare unfavourably in the matter of pay with the members of the Revenue Provincial Service but the field of their future promotion also has been extremely limited

Even in the matter of acting arrangements amongst themselves and in the grades of Superintendent they have so far at any rate in Sind been very poorly treated. Junior Assistants have invariably received preference in providing for vacancies even for very short periods and placed over senior and experienced Deputies and this unfair treatment they venture to express has naturally caused great disappointment and produced feelings of sullen depression

In order to satisfy the reasonable aspirations of this class of gazetted police officers and with the object of attracting the best men for these appointments it is suggested that the number of appointments to Superintendents reserved for them may be raised to 25 per cent and that they may *actually* be promoted accordingly Deputy Superintendents with long experience and high educational qualifications are available in this Presidency, and an experiment in the right direction is urgently called for

(*b*) *Travelling Allowance* —It has been repeatedly declared that Deputy Superintendents have precisely the same departmental status as Assistant Superintendents but as a matter of fact difference has been maintained between these two classes of officers even in the matter of travelling allowance The Deputy like the Inspector is a second class officer whereas the Assistant Superintendent of the Police for the purposes of travelling allowance is treated as a first-class officer A Deputy Superintendent has to leave his head quarters at a moment s notice in order to reach a scene of offence several miles away He must hire conveyances for his private kit and servants and conveyances secured in hot haste are as a rule particularly expensive Difficulties of locomotion which are peculiar to Sind have already been recognised by Government and secured for the province a differential treatment (*vide* please special rules for Sind Chapter LV of the supplement to the C S R pages 150 to 152) It is therefore prayed that the Deputy Superintendents may be included in the category of first-class officers

In this connection it is suggested that a permanent conveyance allowance is absolutely necessary in the case of a Deputy Superintendent He has to visit almost daily the Head quarters Police Lines and the City Police Station and the city Chowkies He has to go on night rounds as well He must therefore maintain a conveyance for his daily use On this principle the Assistant Superintendent of Police Karachi and City Police Inspectors all over Sind are allowed permanent conveyance allowance and there is no reason why the Deputy Superintendents alone should not be allowed the same privilege The minimum charge of maintaining a conveyance in towns is not less than Rs 40 per mensem and this amount which is a recurring charge on Deputy s pocket should in all fairness be paid by the Government in the shape of a conveyance allowance

It is further suggested that the Deputies may be allowed to draw acting allowance in consequence of an officer in the higher grade going on leave or deputation

62 456 **(VI) Conditions of pension** —With respect to memorials from certain members of the Imperial Police Service praying that the period of service required to qualify for full pension may be reduced from 30 years to 25 years the Deputy Superintendents of Police in Sind respectively beg to identify themselves with the above prayer and earnestly hope that the final decision will be applicable to the members of the Provincial Police Service The reasons for the prayer apply to the members of the Provincial Service with equal force and it appears superfluous to detail them here

SYED MAHMOOD SHAH called and examined

62 457 (*Lord Ronaldshay*) Witness was Deputy Superintendent of Police in Sind and represented the officers there They were on one cadre with the Bombay Presidency Police and their interests were the same

62 458 They asked that their pay and prospects should be improved and that they should be given more important work to do He did not think the Provincial Service should be abolished provided that the designation were changed and the status of the officers raised Deputy Superintendents should be called Assistant Superintendents and appointments should be made by competitive examination in India amongst selected candidates A certain percentage of

Superintendentships should also be reserved. This might rise gradually to 25 per cent. and was higher in the light of experience according to the circumstances of each province. About 8 per cent. of the appointments might be from promoted Inspectors.

62,459. Office work should be done by better paid and better qualified head clerks as in the case of a Collector's office.

62,460. When the cadre was first started some of the places at the top were kept vacant but they had all been filled up since. At present no difficulties were experienced owing to the different ages of the promoted and directly recruited men but they would arise in time because the latter would come to occupy the higher posts and block the promotion of the promoted men, but that could be got over by a time-scale. At present the Provincial Service was entitled to two Superintendentships but they had been given only acting appointments. The service now asked for a 25 per cent. which would be about eight. A jump from two to eight was rather large and the number might be increased gradually. If the percentage of Superintendentships was substantial that should be the sole way of recruiting Natives of India to the superior police force. Inspectors should be promoted to be Deputy Superintendents by pure selection and there should be no rules as to age or length of service. That should be left to the discretion of the selecting officer.

62,461. There were no complaints about uniform except that the Deputy Superintendents desired to have a mess kit such as was possessed by Assistant Superintendents and Superintendents. They would not object to the cost which would not be great.

62,462. (*Sir Theodore Morison.*) In Sind Government offices were largely manned by Hindus although they were a minority of the population as they were much better educated than the Muhammadans. At present not many Muhammadans would get into the service by a competitive examination but such a method would be an incentive to education as it had been in the Punjab. In a competitive examination was given to the Sind there would be need at the beginning to safeguard Muhammadan interests.

62,463. (*Mr. Abdur Rahim.*) He did not want unlimited competition just for the present because it would not secure the due representation of the Muhammadan community but that matter would be set right after five or six years. For police work on the frontier academic education was not of great importance. The essential things were knowledge of the conditions and physical qualities.

62,464. Deputy Superintendents ought to be promoted fairly early in their career.

62,465. (*Sir Murray Hammick.*) Before entering the service he was a First Class Magistrate in Sind on Rs. 175. He applied for an appointment when the Provincial Police Service was created.

The witness withdrew.

J. L. FAGAN, Esq., Superintendent of Police, Central Provinces.

Written Statement relating to the Police Department being the Corporate Views of the Indian Police Association, Central Provinces Branch.

[NOTE.—This Representation is an extract from a letter from M. F. Wren, Esq., Honorary Secretary, Indian Police Association, Central Provinces Branch, in which the personal views of Mr. Fagan, the witness who represented the Imperial Police Officers before the Commission, have been added in *italics*.]

62,466. *Sequence of Replies Submitted.*—Our replies are stated below in the order of the nine heads given in the printed notice forwarded with your letter under reply but we wish particularly to emphasize our recommendations under headings (IV.) Salary and (VI.) Pension.

Introductory Remarks.—The importance of the Indian Police as a service has enormously increased during the past few years. This is common knowledge and we think it is admitted by all. The reasons for this claim therefore need not be recapitulated. The importance of the Police is even greater however than is generally known in consequence of the duties delegated to the force in relation to recent Army reform schemes. As these orders are confidential they cannot be quoted but we beg that the members of the Commission will inform themselves of the duties imposed on the Police by them. Until these are known we do not think they will be in a position to adequately gauge the importance of the Police service.

62,467. **(I.) Methods of recruitment.**—We suggest no change in the existing methods of recruitment. Under existing conditions, which have only been in force for a few years we believe we are obtaining a class of officers from England who will develop into very useful Police Superintendents. The promotion of Inspectors to Deputy Superintendents offers a satisfactory opening for a worthy class of officers in deserving cases. Deputy Superintendents are also recruited direct by nomination and we favour this course subject to the remarks given under heading VII (paragraph 11).

62,468. **(II.) System of training and probation.**—There is a general consensus of opinion among the Police Officers of this branch that the system of training gazetted officers in these provinces can be improved by the adoption of training in a central school on first appointment as is done in other provinces. The system was tried in these provinces once in the case of three probationers and given up after that. We believe however the fault lay rather with the circumstances of the trial than with the system. Training schools have been adopted we believe in all other provinces and we advocate the resuscitation of such training here.

62,469. **(III.) Conditions of service.**—Such recommendations as might have come under this head have been embodied elsewhere in this letter.

62,470. **(IV.) Conditions of salary.**—This is the chief reform on which we wish to lay particular stress.

We are universally of opinion that a graded list does not secure an even flow of promotion. In a small service such as ours blocks are of frequent occurrence and we think that an incremental system of pay such as has been granted to the Forest Service is in every way preferable. As the relative merits of the graded system and of incremental pay have already been argued at length and will be known to you we do not think it necessary to say anything further in support of this view.

(a) We beg to recommend the following scale of pay:—

	Rs.
On appointment as Probationer	300
On confirmation	400

These rates of pay prevail at present.

After promotion to Rs. 400 we think that an annual increment of Rs. 50 per mensem should be granted up to a maximum of Rs. 1,250.

Under this proposal Police Officers will draw lower pay than the Indian Forest Service for the first nine years. This is considered reasonable in view of the training which the Forest Officer has to undergo before he commences his service in India and the expenses incurred while undergoing it. We see no reason however, why there should be any difference in the pay of the two services for longer than nine years. We believe the duties of the Police Officer to be infinitely more responsible than those of the Forest Officer and he should at least be paid at the same rate subject to the limitations advocated above.

That the incremental system of pay was not granted to the Police Service at the same time it was introduced into the Public Works Department has proved a source of considerable dissatisfaction. We realise the practical difficulties of introducing the system for the

Police with retrospective effect but we most earnestly urge the Commission to recommend the introduction of this reform at once without waiting to take further evidence We urge this course because officers who have memorialised the Secretary of State have recently received replies to the effect that their memorials have been referred to the Public Services Commission. Our case for redress therefore now rests with the Commission

(*b*) In addition to the incremental system we would urge that Assistant Superintendents holding charge of districts should draw a minimum salary of Rs 700 a month This is the lowest pay drawn by a Superintendent of Police at present We consider that the great difference in responsibility between the duties of an Assistant Superintendent and of a District Superintendent justifies a difference in pay

(*c*) Further we advocate the granting of allowances to Assistant Superintendents when in charge of a sub division The extra responsibility involved justifies the allowance Also occasionally an officer in charge of a sub division is passed over for an officiating vacancy for a short period in order to avoid a series of transfers and the introduction of an officer for a short time who is new to the sub division

(*d*) For District Superintendents we urge that allowances be granted to those officers who are in charge of districts where the cost of living is unusually high We are not in favour of the grant of allowances on the score of any additional work as we think that if the work is so heavy as to necessitate an additional allowance the best method of meeting the case is to reduce the size of the charge But in these provinces there is a great difference in the cost of living in different districts

(*e*) We also urge that Officiating Deputy Inspectors General should draw the full pay of the grade in which they act At present such an officer draws a proportionate acting allowance only

(f) That the officiating service as Deputy Inspector General for six months and over—except in privilege leave vacancies—count towards increased pension

(g) That the Inspector General s pay should be the same whether the post be held by a Civilian or a Policeman

(h) that the minimum allowances for furlough and leave on medical certificate be as follows —

	£
For District Superintendents of Police	*400 per annum*
For Assistant Districts Superintendents of Police	*300*

We understand that the recommendation made in (*b*) of this paragraph has already been granted to other services or has been found to be a requirement by them

The proposals advocated in (*c*) and (*d*) already exist in other Provinces We do not specify what we think would furnish reasonable allowances as conditions vary with the case and each requires separate consideration

62 471 **(V) Conditions of leave**—The existing conditions of leave entail very great hardship upon us Up to now officers have frequently been unable to afford to take their leave With the incremental system of pay however we believe that this will occur less frequently We wish to consult all members of our branch before putting forward any detailed proposal on this subject We are agreed however that the rules should be altered by removing the existing time restrictions to allow of leave out of India being taken more frequently than can be done at present

In paragraph 62 472 we have urged that a pension should be granted after 25 years Under existing regulations only three years of the leave taken during this period counts towards pension We think that at least four years leave should count as service qualifying for pension.

While all Police Officers are agreed that the present leave rules are unsatisfactory there was considerable divergence of opinion as to what scheme should be advocated, and it was finally agreed that the Police witness should make out the best case he could on the following lines —

(i) *That every Gazetted Officer should be compelled to take one month s holiday in the year*

(ii) *That he should be compelled to proceed on leave to his native country at specified periods but that this leave should be on full pay*

(iii) *That he might obtain special leave on half pay when recommended by a Medical Board or in special circumstances to be approved by the Local Government*

Details of this scheme will be worked out before the representatives appear before the Royal Commission *

62 472 **(VI) Conditions of pension.**—The question of pension is the second reform on which we wish to lay particular stress

The number of officers who have left the service in the Central Provinces during the last twenty years together with the Berar officers who have left since the amalgamation of the Central Provinces with Berar in 1904 is thirty Of these fourteen have retired on pension, twelve have died three resigned and one left the service without permission Thus less than fifty per cent have enjoyed their pensions The Police Commission realised the hardship imposed on the Police by the existing regulations and recommended the adoption of twenty five years for full pension instead of thirty years but this recommendation was not accepted by the Secretary of State We think this rule should be introduced now

The present rate of pension was fixed in the year 1855 It amounts to Rs 5 000 per annum at the rate of one shilling and ninepence per rupee which gives 437*l* 10*s* in English money At the time this pension was recommended it was calculated to give the equivalent of 500*l* per annum Since the year 1855 the cost of living has enormously increased both in India and in England To meet this the pay of Police Officers was increased but the pension earned is still less by 62*l* 10*s* than the sum originally intended to be granted The pension of the subordinate Police was increased with their increase of pay granted on the recommendation of the Police Commission and we think that a similar increase is due to us Calculated, on the basis of half the average emoluments during the last three years of service which is the method of calculating the pension of the subordinate Police at present a Superintendent of Police should now receive a pension of 630*l* assuming that he attains the rank of first grade Superintendent not less than three years before he retires Under the incremental system proposed he should receive 656*l* 5*s* unless his increments have been withheld We consider this is a fair rate of calculating pension We have asked above for full pension after 25 years because of the extra strain of modern service and we ask for enhanced pension calculated as above together with the twenty five year rule

In addition to this we urge that an extra 100*l* per annum be granted to officers who serve for three years as Deputy Inspector General or Inspector General of Police

As an alternative scheme to that proposed above it is advocated that the following scale of pensions be considered —

	£	*s*	*d*
First pension after 21 years service	*400*	*0*	*0*
Second pension after 25 years service	*500*	*0*	*0*
Third pension after 30 years service	*656*	*5*	*0*

Under this scheme it is proposed that a contract should be made with the Government for 21 years at the end of which period Government could dispense with a policeman s services or the policeman could tender his resignation Similarly after 25 and 30 years each contracting party would have the right to close the contract It is believed that by this scheme the Government would not lose since it would be in a position to get rid of its bad bargains at a fairly early date—men who although they bore good characters were nevertheless useless in the higher paid appointments While on the other hand the very small number of officers who might desire to retire would not be compelled to give unwilling service

62 473 **(VII) Such limitation as may exist in the employment of non Europeans and the working**

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* *Vide* Addendum

of the existing system of division of services into Imperial and Provincial —In paragraph 62 466 we refer to certain confidential orders of the Government of India and ask that the Commission might inform themselves as to their scope In view of these orders we consider that it is essential that Indians should only be appointed to the posts of Superintendent of Police in very exceptional and only isolated cases In places where there are Special Reserves we are of opinion that all the Gazetted Officers unless there are more than three should be Europeans only It is of course impossible to give our reasons in an open letter

The division of the service into the Imperial and Provincial branches we believe to be satisfactory but the system has only been in force for a few years It was started in 1906 and for the first few years after that but few appointments were made in the Provincial branch The system therefore has not been sufficiently long in force to draw conclusions from it

62 474 **(VIII) Relation of the Service with the Indian Civil Service and other services** —It is the practically unanimous experience of Police Officers that their relations with the Indian Civil Service and other magistrates have been on the whole all that could be desired Under modern conditions however the District Magistrate is very fully occupied and he has less time at his disposal to give to the study of police questions within his charge especially with reference to the character of the personnel We advocate no change of the powers of the District Magistrate as regards the work of the police in his district We think however that all disciplinary powers now exercised by the District Magistrate under the Police Manual might be dispensed with with advantage The rank and file of the police as a whole now know the powers of punishment exercised by the officers and their rights of appeal The orders of the District Superintendent are subject to the scrutiny of the Deputy Inspector General as well as of the Inspector General in all cases whether an appeal lies or not We think therefore that the additional control of the District Magistrate is now unnecessary that it introduces an outside factor between the rank and file on the one hand and the District Superintendent the Deputy Inspector General and the Inspector General of Police on the other which it is not desirable to retain If the District Magistrate concurs with the views of the police officers his control has no effect In cases in which he disagrees it introduces an element of discord And with the rules of appeal and the scrutiny to which every order of punishment is now liable we think that the concurrence or otherwise of the District Magistrate can safely be dispensed with

62 475 **(IX) Other points** —The officers of this branch find themselves placed in a position of difficulty as regards insurance for their wives and families as the Police Provident Fund does not necessarily secure a suitable pension for the widows and children of deceased officers Police Officers have therefore to make their own arrangements for insurance with private companies In these days of stress and strain it is very necessary for all officers to be relieved of the additional anxiety about the futures of their families We are very anxious to secure a means of Government insurance on the principle of the scheme now appertaining to the Indian Civil Service We have been unable to work out any scheme in detail as yet but we wish to press upon the Public Services Commissioners the great benefit that they would be bestowing upon Police Officers if they could recommend some such scheme

(A) *In the Central Provinces there are at present only two Deputy Inspectors General one for the eastern and the other for the western half of the Province and there is no Deputy Inspector General for Crime and Railways as in other Provinces in India It is unanimously considered most desirable that a third Deputy Inspector General should be appointed for Railways and Crime and that the Inspector General should have the assistance of a senior and efficient officer for these important branches of the Police administration*

(B) *At the present time the Railway Administration is in the hands of the Inspector General of Police assisted by a Superintendent and similarly the Criminal Investigation Department is directly under the Inspector General himself and is worked by a special Superintendent who acts as assistant to the Inspector General Under this scheme it is felt that the Inspector General does not get the best advice available and that the Police of this Province are deprived of an appointment of Deputy Inspector General*

(C) *A grievance common to all Government officials is that the present scale of allowances on transfer is absurdly inadequate In fact a transfer amounts in the case of a married man to a fine of several hundred rupees It is therefore urged that full actual expenses be granted on transfer*

(D) *With the enormously increased cost of transport the old daily travelling allowances are found to be quite inadequate and the following enhanced scale is advocated* —

	Rs	*a*	*p*
For Deputy Inspectors General	*7*	*8*	*0*
For District Superintendents of Police	*6*	*8*	*0*
For Assistant District Superintendents of Police	*5*	*0*	*0*

(E) *It has always been felt a hardship that married men should have to pay for medical attendance for their wives and children, and if free medical attendance were granted to all Government officials wives and children the Government would be conferring a great boon But in making this request it is only fair to point out that the Police have no desire to gain at the expense of their brother officers in the Indian Medical Service and it is earnestly hoped that if this concession be granted to Government officials medical practitioners will be compensated by Government*

62 476 In the above representation we have wished to state the reforms we advocate as simply as possible But we think the Commission should be informed that considerable ill feeling and discontent has been aroused among Police Officers especially in matters of pay and pension We think that other services such as the Forest have been given benefits which have been withheld from the Police which are in fairness due to them as well

In conclusion we desire to be allowed to emphasise the fact which cannot be denied that the importance of the Indian Police Service is second to that of no other service in India It is now responsible for internal law and order at all times It is not only essential in our opinion, to ameliorate the lot of officers who are at present serving but also to attract to the Police as fine a class of recruits as can be obtained The attractions of the service are great to any healthy minded English boy but at the same time in these strenuous days if the conditions of the service are less satisfactory than those of other services open in the Empire we cannot expect to obtain the best class of recruits We therefore respectfully wish to urge our case as much with regard to the future as for our own benefit

ADDENDUM

62 477 Letter from J L Fagan Esq Nagpur, the 7th February 1914

As promised in the last sentence of heading V of Mr Wren s revised memorandum to the Secretary of the Public Services Commission dated Nagpur, the 2nd April 1913 (*i e* paragraph 62 471) I have the honour to submit my proposals for the improvement of the existing leave rules

(2) After reading the various proposals and criticisms of the Government of India on the subject of the simplication of the rules in the Civil Service Regulations I came to the conclusion that the framers of the new rules and critics of the proposed changes were out of touch with the lower paid services since many of the restrictions imposed both by the old rules and in the proposed rules work more harshly on the lower paid than on the higher paid services

(3) I take it that it will be admitted that the object of leave rules is to secure Government a healthy

and contented set of officers and, as a corollary to this I take it that any scheme of leave rules which entails the maximum proportion of good health and contentment of its officers will redound to the benefit of the Government for it is obvious that better work can be expected from a contented and healthy service

(4) Theoretically the existing leave rules provide for every officer taking one year s furlough every five years that is every officer is on furlough for one fifth of his service In practice however Government only lose the services of its Police Officers for two and a half years since as the rules stand Police Officers cannot afford to take the full amount of furlough earned Government is therefore obtaining more service than they are entitled to expect though probably the extra length of service is counterbalanced by an equivalent loss of energy and efficiency

(5) The Inspector General of Police Central Provinces examined the history of services of thirteen officers of the Central Provinces Police having service ranging from seventeen to twenty nine years and found that these thirteen officers with a total service of 300 years had taken only twenty four years and six months furlough In other words on an average service of twenty three years each officer had taken only one year and eleven months furlough and had spent only one twelfth of his total service on furlough as against the one fifth he is entitled to

(6) Even out of this small period of leave enjoyed a very large proportion represents leave on medical certificate which the officers had been compelled to take owing to ill health which had undoubtedly incapacitated them for hanging on On a reasonable average each of these officers may be expected to take another period of five or six months furlough during the remainder of his service bringing the total amount of leave enjoyed by him during his service to two years and four or five months until at the end of his service just before retiring when each of them will take combined leave for two years preparatory to retirement bringing his total furlough up to a little over four years

The existing rules provide a very liberal maximum of leave, but the chief fault about them is that they permit of such undesirable inequality in the distribution of it and it is above all things undesirable that a Police Officer should be allowed to drag on discontented and in ill health during the best years of his life owing to his being unable to save sufficient money to pay the heavy charges of a passage to his native country and living there in a manner suitable to his status and yet at the same time being able to practically retire two years before his time by taking furlough in a lump which he should have taken earlier in his service in smaller portions I would quote the Inspector General of Police Central Provinces who I would add is a member of the Indian Civil Service and not a Police Officer on this point He writes

> I have no hesitation whatsoever in saying that in nearly every case the small amount of leave enjoyed by officers of the Police Department is simply the result of their inability to afford to take the leave which is due to them owing to the difficulty of making two ends meet on their furlough half pay It is true that some of the deficiency in the full amount of leave taken is generally made up at the end of their service by their taking two years furlough preparatory to retirement They naturally do this because their furlough pay is in excess of the pension but these last two years spent on leave before retirement can hardly be counted as actual service and cannot be held to fulfil the object for which leave is intended No one would admit that the object of the leave rules is to enable an officer to spend the last two years of his service on furlough simply because his furlough pay exceeds his pension The object of the leave rules is to enable an officer to get as much change and relaxation as will keep him in a fit state to perform his duties and this object is in no way attained if he takes far less leave than he needs during his service when it would help to keep him fit and then when he is about to retire and has no intention of returning to duty he takes a long period of leave to suit his own convenience By depriving himself of leave when he needs it he reduces his efficiency and when he finally takes the leave he has so long needed it is too late to be of advantage to his efficiency or to the Government which he serves Meanwhile owing to the inability of officers to take leave on account of the cost of their journey home and the expense of living in England on a reduced pay Government has to retain in its service a large number of officers who have become stale and are even suffering from ill health which renders them unfit to perform their duties properly though not so serious as to compel them to take leave

(7) The Decentralisation Commission recognised the importance of granting leave for comparatively short periods on full pay instead of the comparatively longer periods on half pay which are now admissible At present seldom if ever even in the hot weather are the sanctioned 20 per cent absent on leave and in the cold weather the percentage is practically nil It seems desirable therefore that a more regular flow of officers going on leave should be substituted and some system introduced whereby from 10 per cent to 12 per cent should always be on leave

(8) As stated above theoretically the rules provide for an officer taking one year s furlough every five years Practically however it is found that a Police Officer in the Central Provinces takes only one year in every eleven and in consequence his health breaks down and his work suffers I would point out that in paragraph 10 of Mr Wren s memorandum we found that less than 50 per cent of officers ever lived to draw their pensions

(9) What is desirable is to formulate a system whereby Government procures the maximum proficient service from its servants at a reasonable cost I consider that on an average every officer requires eight months leave every four years and it is most essential that as much of these eight months as possible should be spent in his native country This is less than he is theoretically entitled to under the existing rules

(10) I therefore suggest that furlough on full pay be earned at the rate of one month on every six months active service and that privilege leave be earned as at present at the rate of one month for every eleven months active service but that privilege leave cannot be accumulated or combined with any other form of leave except sick leave Thus every three and a half years an officer will be entitled to seven months furlough on full pay which he would be expected to spend in Europe The leave would of course have to be taken at such time as might be convenient to the interests of his service An officer cannot be allowed to take his leave at a particular time convenient to himself but would have to take it when he could get it and would even be liable to be sent on leave when he did not want to go if he had leave due to him and if it was convenient to the Public Service that he should go It would be necessary to separate the leave more or less evenly over the whole year so as to avoid having too many officers absent at one time

(11) Under my scheme privilege leave at the rate of a month a year and furlough on full pay as explained above would be the only kinds of leave ordinarily allowed but of course it would be necessary to provide in the rules for the grant of special leave either for ill health or for urgent private affairs Such special leave as in the case of urgent private affairs should not exceed six months while leave on medical certificate would be for such period as the medical officer might declare necessary In either case the leave would be on half pay only

(12) I calculate that under this scheme the number of officers absent on leave at one time would not exceed 14 per cent of the strength and as the existing rules allow for as many as 20 per cent being absent it would be possible under my scheme to reduce the reserve of officers for leave vacancies by 6 per cent

(13) The object of my proposal is to secure a scheme which will be of the greatest benefit both to the Public Service and to the officers concerned To the Public Service it will secure the maximum efficiency of the

officers and will also avoid long absences for as much as two years at a time which are now permissible To the officers it will ensure that they have sufficient opportunity of relaxation and change of climate and sufficient means at their disposal to take advantage of it

(14) I hope I may here be allowed to say a few words on the conditions of service and I think I can conscientiously say that I am voicing the opinion of the officers of the Imperial Police Service of India My duties have recently carried me over a considerable part of India during which time I have met representative Police Officers of a large number of Provinces of India The conditions of service in the Police Department are harder and more exacting than those of any other department in India This has never been sufficiently recognised although the Police Commission spoke of the very trying nature of Police work and the Government of India s Resolution on the Commission s Report alludes to the laborious character of the work and the physical energy mental alertness readiness of resource and attention to minute detail which its proper performance demands Police administration is becoming sufficiently important and complex to call for expert handling and under ordinary circumstances such expert handling can only be found in a man who is made to study the subject all his service and who in his own service is the picked man

(15) It will be better to explain in definite terms the nature of the strain which the adequate performance of his duties imposes on a Police Officer According to law he is always on duty, he is never allowed to forget his work or to get it off his mind It is admitted that it is necessary to close mentally just as an office is closed at a fixed hour every day He is frequently called out in the middle of the night to the scene of a fire, a riot or a murder, he has to be about his district in all weathers and in all seasons, he has to be ready at all times to ride long distances across country to the scenes of violent crimes often without being able to take with him the comforts or even the bare necessities of existence Wherever there is famine or epidemic he has usually to be in the thick of it and this activity he has to maintain unceasingly until late on in his service because of the paucity of administrative appointments he is charged with the most important as well as the most elementary functions of any civilised Government and his work is continuously before the public It does not appear to have been sufficiently realised that serious developments in the political situation have added enormously to the duties and to the responsibility of a Police Officer Not many years ago these duties were non existent or negligibly light The Police are now the only effective system which the Civil and even the Military administration possesses and of all the duties of the police none are more irksome The Government blow hot or cold and the police are alternately censured for exhibiting too much or too little zeal In some parts of the country it is not too much to say that Police Officers employed on political duties carry their lives in their hands

(16) To sum up the present conditions of service are such as to produce discontent in the mind of every single officer in the Police Department a feeling which has apparently not been realised by the Government and the public owing to the loyal attitude of all Police Officers during the late period of unrest and although our loyalty can be depended upon I am constrained to admit that there is a very strong feeling of discontent among the officers of the Imperial Service due not so much to the want of recognition of past services as to the failure of Government to admit our claim to be considered as the right hand of the Civil authorities

Mr J L FAGAN called and examined

62 478 (*Lord Ronaldshay*) Witness was a Superintendent of Police fourth class in charge of the Criminal Investigation Department of the Central Provinces He joined the Police as an Inspector, was promoted to be an Assistant Superintendent was Personal Assistant to the Chief Commissioner and Personal Assistant to the Inspector General During the remainder of his service he had been a Superintendent with the exception of the last 3½ years when he had been Assistant to the Inspector General in the Special and Criminal branches of the Criminal Investigation Department

62 479 The written statement represented the unanimous opinion of the officers It was drawn up at a meeting held at Nagpur at which thirty seven members of the Service were present The changes in it had been put forward by him personally on his own responsibility The only point on which there was a divergency of opinion was on the question of the Inspector General of Police and that was confined to two members only

62 480 The Police force was the same for the Central Provinces and for Berar

62 481 He was satisfied with the present system of recruitment in England which gave on the whole a better personnel than the old system and the age limits were correct There should be no probation in England The Police Training School in the Central Provinces had been in existence for nine or ten years but only one batch of Assistant Superintendents had been sent there as it was found to be faulty and they were now trained in the districts The officers however advocated a reversion to training in the training school though the difficulty was that the school was a smaller one than that of most Provinces At the present time only Deputy Superintendents Inspectors and Sub Inspectors were trained at the school

62 482 The bar preventing an Indian from going up for the English Examination should be maintained The best way of meeting the aspirations of Indians was considerably to improve the Provincial Service by increasing its numbers by raising the salaries at the top and in the middle and by selecting from it for promotion officers who were likely to make good Superintendents The five per cent rule in the Central Provinces only given one permanent Indian but there was also a Deputy Superintendent who was acting as a Superintendent He did not wish to see any limit put to the aspirations of Indians

62 483 The Inspector General in the Central Provinces was not a Police officer and the officers did not ask that he must be He was a Civilian and the force trusted him They might not feel in the same way if he was a Police officer Of course if the force produced as good a man as could be got from the Civil Service he should have the appointment but in any case he preferred a Civilian of the Province to a Police officer brought from another province

62 484 At present he did not think it was necessary to safeguard the interests of the Assistant Superintendents recruited in England by putting a definite limit on the number of promotions to the superior service When later on the newly enlisted men in the Provincial Service proved to be a much better class than at present there would be no right to stop them If the percentage was to be fixed he would raise it to ten which would meet the case for the present and when the time came for increasing it steps should be taken to reduce recruitment in England

62 485 Promotion was bad and that was due to the lack of administrative appointments at the top There had been a block for a long time and it would exist for the next 3½ years It was unfair that there should be such blocks in one part of the service and a rush of promotion in the other parts Those difficulties would be avoided by having a time scale instead of a graded system That would not prevent men obtaining administrative posts comparatively young and holding them for a long time but it would give men a certain chance of a decent salary provided their work was satisfactory

62 486 There was a strong feeling with regard to the fifty five year rule for retirement

62 487 He was instructed by his brother officers to throw the original scheme for pension after twenty five years service overboard The scheme which they now wished adopted was the one which appeared in italics with the amendment that instead of twenty one years and 400*l* it would be preferable to say twenty years and 350*l*

62 488 An officer should be compelled to take a certain amount of leave at stipulated intervals He would rather see a system of compulsory furlough than have the power of commutation

62 489 The additional cost to Government of the scheme that had been put forward was very small and would be more than counterbalanced by extra efficiency The existing cadre would be quite large enough as the scheme had been worked out on the cadre

62 490 The officers objected to the title of Superintendent but he had no alternative suggestion to offer Amongst themselves they were called District Superintendents and that had never caused any confusion It was however a matter of such small importance that the officers did not wish to press it

62 491 Personally he did not think the Provincial Police Service had been a success in the Central Provinces as there were too many promoted men in it at present The working rule had been half direct recruitment and half promotions but the promoted men were slightly in excess The direct recruits were men of a very good type The promoted men were also good but were of a different standard They were for the most part of the old school and had no desire to take up any social position and were content to work on as glorified Inspectors The new men had aspirations and worked with a view to becoming Superintendents At present the pay was too low With a time scale and first class travelling allowances suitable men might be obtained Men had transferred from the provincial executive service to the police

62 492 No difficulties were found owing to the fact that direct recruits came in at a much younger age than promoted Inspectors That was safeguarded by keeping vacancies in the higher grades The promoted inspector was not allowed to go right to the top straight away The first direct recruit had now been promoted to be a Superintendent Direct recruits and promoted men were all on one list

62 493 In course of time all the top grades in the Provincial Service might be filled by direct recruits but he was against promotion from the Inspector grade except in the case of a man who was really very good He desired to see the Provincial Service recruited by direct appointment but after a certain number of years so as not to break faith with the present men in the subordinate ranks of the police

62 494 (*Sir Murray Hammick*) It was not important that an officer should only take leave during the hot weather as medical opinion was coming round to the view that men should be more frequently in England during the winter It might be taken that a man would never be compelled to go twice consecutively in the cold weather and come out in the hot weather

62 495 (*Mr Chaubal*) The lowest grade in the Provincial Service was Rs 250 and that was the highest grade of Inspectors so that there was no distinction between the two salaries but his idea was not to promote Inspectors at all If the present practice of making promotions from the Inspectors still continued the lowest pay of the Deputy Superintendents should be raised if it caused dissatisfaction

62 496 (*Mr Abdur Rahim*) There was no complaint about the work given to Deputy Superintendents who were given charge of sub divisions They were not officially consulted in administrative affairs but no sane Superintendent would make any radical change without consulting his Deputy

62 497 (*Sir Theodore Morison*) There was no objection to a man on leave remaining in his station the idea being to compel him to close his mind to the work of the previous eleven months It would be impossible to frame a rule which should compel an officer to leave his station for one month

62 498 Members of the Provincial Executive Service who had joined the police service had shown no desire to go back again

62 499 The police suffered chiefly through getting into grooves and an Inspector who had started as a Constable got into such a groove that after twenty years service he could not work with the same open mind The direct recruit however was sent to the school and taught everything especially how to treat his fellow men whom he looked upon as human beings which the old school of Inspectors did not

62 500 Some of the men recruited direct to Deputy Superintendents were B A s and all came up to a good educational standard

62 501 (*Mr Deighton*) He knew of no other service in which officers holding posts equivalent in rank to Deputy Inspector General drew such small pay as Deputy Inspectors General If the Inspector General was not to be a policeman the pay of the Deputy Inspector General should be raised in accordance with the suggestion of the Police Commission

62 502 He agreed with the recommendation of the Government that the Railway Police should be under a Deputy Inspector General who should also be at the head of the Criminal Investigation Department They relied on the relations between the Deputy Inspector General and the Central Intelligence Department to provide the necessary degree of co operation and to obviate the necessity of an Inspector General being appointed for the Railway Police for the whole of India There was no Deputy Inspector General on the Central Provinces Railways and it was essential there should be one He had himself served as Railway Superintendent and knew there was a good deal of technical work in connection with railway work which required a man of knowledge and experience

62 503 The work of the police was very trying especially during holidays and festivals when officers of other Departments were taking holidays and men seldom had any relaxation in the larger districts

62 504 The work of a Superintendent was not entirely office work but supervision and investigation If the number of Deputies was increased it would give a much larger number of appointments to Indians and a field for Indian aspirations might be found in such posts as City Superintendentships Railway Inspectors and extra Assistant to the Inspector General

62 505 He was not in favour of the Police or General provident funds believing that better terms could be obtained elsewhere

The witness withdrew

A C ARMSTRONG Esq Deputy Superintendent of Police Central Provinces

Written Statement relating to the Police Department being the corporate views of the officers of the Provincial Police Service in the Central Provinces

62 506 (I) **Methods of recruitment**—We are generally of opinion that the methods of recruitment to the ranks of Inspectors and Deputy Superintendents are satisfactory on the whole with the exception that direct appointments to the rank of Deputy Superintendent should only be made in very exceptional cases If such appointments are made they should be in addition to the present cadre of Deputy Superintendents and their number should be restricted to about 25 per cent of the total number of Deputy Superintendents

62 507 (II) **System of training and probation**—The present system of training and probation is believed to require no alteration

62 508 (III) **Conditions of service**—Under the recommendation of the Indian Police Commission contained in paragraph 60 of their Report it is laid down that the additional number of Assistants

required should be drawn from a class of Deputy Superintendents of the Provincial Police Service who should have the same status as Assistant Superintendents of the Imperial Police Service According to this the number of Deputy Superintendents fixed for the Central Provinces is 18 but this number includes probationers and no provision has been made for the filling of leave vacancies Under the circumstances we respectfully urge that officiating appointments from Inspectors should be made to meet such contingencies to the exclusion of probationary Deputy Superintendents and that acting allowances or grade promotions should be granted as in the case of the Imperial Police Service

The Police Commission have also recommended the establishment of Training Schools for Constables When such schools are opened in the Central Provinces the posts of Principals should we consider be reserved for Deputy Superintendents Constables will have to be trained according to the prevailing Indian conditions and we are of opinion that Deputy Superintendents are best fitted to impart such training

At present the Head Master of the Police Officers' Training School is an Inspector Under existing conditions Deputy Superintendents as well as Inspectors and Sub Inspectors attend the School and it is therefore considered desirable that an officer of the rank of Deputy Superintendent should hold the post of Head Master

It is proposed that for all allowances such as travelling allowances for officers in charge of Sub Divisions (a reform that we understand is being proposed for the Imperial Police Service) Deputy Superintendents should be on the same footing as Assistant Superintendents Deputy Superintendents have to maintain the same camp equipment and establishment as Assistant Superintendents and it is considered a hardship that they should be obliged to meet the same expenses on smaller allowances

Where Sub Divisions are established in the Central Provinces we recommend that a certain number of such Sub Divisions should be placed in charge of Deputy Superintendents

The difficulty of securing house accommodation in the Central Provinces is well known and we would urge that house accommodation be provided at Government expense for all ranks of the Provincial Service and that until such accommodation is provided house rent allowances should be granted

We would also recommend local allowances being granted to Deputy Superintendents and Inspectors in certain districts where the cost of living is unusually high

At present Railway Inspectors travel on a pass within the limits of their respective jurisdictions and draw a daily allowance of one per cent of their pay In the cases of junior Inspectors this amount has been felt to be insufficient and we would recommend a fixed daily allowance of Rs 3 for all Railway Inspectors We would also recommend that should a Railway Inspector travel on duty beyond the limits of his jurisdiction he should draw travelling allowance at the same rate as any other Inspector or should he journey on a pass beyond his jurisdiction he should be paid the amount of a single fare

62 509 **(IV) Conditions of salary**—It is unanimously admitted that the present graded list does not secure an even flow of promotion and that a regular incremental system would be welcomed throughout the service and we would strongly recommend the introduction of the following scales of pay —

That the salary for Inspectors should commence on Rs 150 as at present and should rise to a maximum of Rs 300 by annual increments of Rs 12 8 per month *i e* that on first appointment as Inspector an officer will draw Rs 150 per month during the first year of his service in that rank and Rs 162 8 in the second year and so on until a maximum of Rs 300 is reached

A Deputy Superintendent should on appointment draw Rs 300 per mensem and should rise by annual increments of Rs 25 to a maximum of Rs 650 As said above Deputy Superintendents rank with Assistant Superintendents Assistant Superintendents draw Rs 300 on appointment and therefore Deputy Superintendents should begin on the same scale An Assistant Superintendent of Police under the incremental system that has been proposed for these Provinces will draw Rs 700 as soon as he is appointed to be a Superintendent in charge of a District Rs 700 is the present lowest salary of a District Superintendent of Police and we think the Deputy Superintendents should be allowed to rise to Rs 650 a sum just short of that drawn by a District Superintendent

We also wish to urge that Deputy Superintendents should be promoted to the rank of District Superintendent by selection as at present If an officer is worthy to hold the high rank of District Superintendent of Police we think he is also worthy to draw the same pay as other officers who hold such appointments He should therefore be granted a minimum pay of Rs 700 on appointment and should receive yearly increments of Rs 50 on confirmation as has been proposed for the Imperial Police Service

It is thought desirable that a proportion of the posts of District Superintendents of Police should be reserved for Deputy Superintendents of Police and we strongly recommend that this proportion be fixed at a quarter of the number of such appointments

62 510 **(V) Conditions of leave**—We would recommend that after every 5 years service an officer of the Provincial Police should be allowed to take either 6 months leave on full pay or 12 months leave on half pay combined with any privilege leave that may be due to him and that privilege leave should be allowed to accumulate for 6 months instead of 3 as at present

62 511 **(VI) Conditions of pension**—It is considered that officers should be allowed to retire after 25 years service on full pension Compulsory retirement by Government could be insisted on after 25 years service if desired On the other hand if an officer desires to serve beyond 25 years and Government does not insist upon his retirement he should be allowed to continue to serve up to 30 years service or 55 years of age But on no account should an extension of service be granted beyond this time and age limit

Mr A C ARMSTRONG called and examined

62 512 (*Lord Ronaldshay*) Witness was Deputy Superintendent of Police Central Provinces He was appointed by promotion from the rank of Inspector He had acted as Public Prosecutor He was satisfied in the main with the general scheme of the provincial service but would like to see a definite number of superintendentships set aside for officers of the service At present there was one man permanent and one was acting but he thought there should be three The officers desired to be put on an equal footing with the members of the provincial branch of the executive service as regards pay and status and to be treated as first class officers for the purpose of travelling allowance He was in favour of a time scale of pay as the present graded system would lead to a serious block in promotion Pensions should be given after twenty five years service but many men would not take advantage of this If an officer desired to go he should be at liberty to do so and if the Government thought a man was inefficient they should be able to compel him to go

62 513 The provincial service desired that the majority of officers should be promoted but the present proportion of half and half appeared to be just It might be on a sliding scale If there were efficient men in the force they should be promoted but if there

were none the majority should be direct recruits The Inspector General should be given greater elasticity in the matter

62 514 There was no grievance with regard to the work allocated to the provincial service

62 515 There was very little difference between the uniform of a Deputy Superintendent and an Assistant Superintendent If a man was promoted to the rank of Deputy he should be prepared to wear the uniform of his rank and he was not in favour of any uniform which might cost less It was no undue strain on an officer s financial resources and no Government grant was required

62 516 (*Sir Theodore Morison*) The salary of a probationer should be Rs 200 not only while at school but while attached to a district for training At present it was Rs 100 at the school and Rs 150 in the district He had one probationer with him on Rs 150 who would have had a much harder time had he not not been living in the same house

62 517 (*Lord Ronaldshay*) There were sub divisions in the Central Provinces and some of them had been in charge of Deputy Superintendents though he did not know whether there were any such at the present moment

The witness withdrew

At the India Office, London, Monday, 4th May 1914

PRESENT

HE RIGHT HON THE LORD ISLINGTON G C M G, D S O (*Chairman*)

THE EARL OF RONALDSHAY M P
Sir MURRAY HAMMICK K C S I C I E
Sir THEODORE MORISON K C I E
Sir VALENTINE CHIROL

MAHADEV BHASKAR CHAUBAL Esq C S I
ABDUR RAHIM Esq
FRANK GEORGE SLY Esq C S I
JAMES RAMSAY MACDONALD Esq M P

M S D BUTLER Esq C V O C I E } (*Joint*
R R SCOTT Esq } *Secretaries*)

M C SETON Esq * Secretary Judicial and Public Department called and examined

62 518 (*Chairman*) The witness was secretary in the Judicial and Public Department of the India Office in which capacity he was in charge of the business relating to the Police Department In the course of his examination before the Royal Commission Mr Seton made the following statements in regard to the Police Service

62 519 The Police examination was an open competition without any form of nomination The candidate had to apply by a definite date and to send in his papers to the Department The applicant had to be within certain ages and of good character and he had to produce certificates from schoolmasters and tutors The character certificates were scrutinised either by himself or by some other official at the India Office and if there was anything abnormal about them they would be referred for orders to the Secretary of State and the matter would go before the Judicial and Public Committee of the Council He did not remember any case of an applicant being rejected

62 520-64 043 (*Sir Theodore Morison*) The records of candidates for the Police Department were examined at the India Office and the Civil Service Commission were supplied with a list of candidates who had been selected for admission to the examination The candidates were asked to make a definite statement as to their parentage so as to comply with the regulation that only candidates of European descent would be accepted and the particulars given were examined and if any doubt was felt on the subject the candidates were written to for further details Any question connected with descent went before the Judicial and Public Committee of the Council who decided each individual case on the merits Very occasionally a candidate was provisionally admitted to the examination who was unable to produce the necessary statements The final decision rested with the Secretary of State in Council

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This witness did not submit a written statement relating to the Police Service

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APPENDIX I

(Referred to in paragraph 61 833—*Mr Ashdown s evidence)*

STATEMENT showing the PAY received by POLICE OFFICERS in the UNITED PROVINCES as compared with OFFICERS in other PROVINCES

Year of Appointment	United Provinces of Agra and Oudh	Bengal	Bombay	Madras	Assam	Bihar and Orissa.	Central Provinces.	North West Frontier Province	Punjab	Remarks Public Works Department
	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs
1893	800	900	1 000	1 000	—	900	900–1 000	900	900	1 250
1894	800	900	900	900	—	800	—	—	900	1 200
1895	800	900	900	900	900	900	800	—	—	1 150
1896	700–800	900	800	900	—	800	800	—	900	1 100
1897	700	800–900	800	900	—	—	—	800	800	1 050
1898	700	800	800	900	—	800	800	—	800	1 000
1899	700	800	800	800	—	800	800	800	800	950
1900	500–700	800	800	800	800	—	700	700	700–800	900
1901	500	800	700	700–800	—	700	—	700	700	850
1902	500	700	700	700	700	700	—	700	700	800
1903	500	700	500	500–700	700	700	700	—	700	750
1904	500	700	500	500	—	—	—	700	500–700	700
1905	500	500	500	500	—	500	500	500	500	660
1906	400	500	500	500	—	500	500	500	500	620
1907	400	500	400	400–500	700	400–500	500	500	500	580
1908	400	500	400	400	500	400–500	400–500	400	400–500	540
1909	300–400	400–500	400	400	400	400	400	—	400	500
1910	300	400	300–400	300–400	400	300–400	400	400	400	460

NOTE —A blank signifies that no appointment was made in the year in question.

APPENDIX II

(*Referred to in paragraph* 61 856—*Mr Ashdown s evidence*)

STATEMENT* showing CASUALTIES in the IMPERIAL GAZETTED RANKS of the UNITED PROVINCES POLICE from the 1st July 1903 to the 30th June 1913

Serial No 1	Name 2	Date of Birth 3	Date of joining the Service 4	Date of Pension or Death or Retirement 5	No of Years Service qualifying for Pension on Date in Col 6		
					Y	m	d
1	Mr A W Orr Supt Police	28th May 1858	30th Nov 1877	Died on 29th Feb 1904		—	
2	K D Lyall S P	19th June 1862	1st July 1882	Died in Sept 1904		—	
3	C F Knyvett D I G	16th Mar 1850	25th June 1869	Retired from 1st April 1905	31	5	21
4	A T Webster S P	27th Dec 1865	25th April 1885	Retired from 24th June 1905	17	8	1
5	G D Billings D I G	5th Feb 1851	17th July 1877	Invalided on 18th Oct 1905	24	0	0
6	M H Stack A S P	27th Nov 1878	28th April 1902	Died on 12th Aug 1907		—	
7	W M Sheren D I G	13th Aug 1857	24th Nov 1877	Retired from 11th Sept 1907	26	7	22
8	P G Barnard, S P	13th April 1866	24th July 1889	Invalided from 27th May 1909	16	7	24
9	C J A Hoskins S P	7th Dec 1862	27th April 1880	Retired from 6th Nov 1909	25	10	1
10	R F Young S P	3rd Feb 1862	29th April 1881	Retired from 11th April 1910	28	0	20
11	T H Wall A S P	10th Aug 1866	25th July 1892	Retired from 8th Nov 1910	13	6	29
12	, G W Gregson S P†	31st Oct 1862	17th April 1886	Retired from 10th Jan 1911	24	8	21
13	Islam Ullah Khan S P	25th May 1856	22nd April 1880	Retired from 25th May 1911	31	1	3
14	E R Parsons D I G	26th June 1857	17th July 1875	Retired from 26th June 1912	33	3	7
15	G H de M Gontiere S P	28th Jan 1869	20th April 1891	Invalided on 2nd July 1912	19	7	26
16	E L L Garstin S P	13th April 1865	20th June 1889	Invalided on 11th Nov 1912	21	6	21
17	A N Gordon S P	31st Dec 1857	6th Feb 1891	Retired from 31st Dec 1912	20	8	26
18	W J Prince D I G	15th June 1860	11th May 1880	Retired from 21st Feb 1913	30	4	17
19	R K Moseley S P	23rd Mar 1869	14th Sept 1891	Died on 29th Mar 1913		—	

APPENDIX III

LETTER from the CHIEF SECRETARY to the GOVERNMENT of the PUNJAB and its DEPENDENCIES No 315 (Home Pol) dated Lahore 13th October 1913

With reference to your letter dated the 1st of August 1913 I am directed to forward for the information of the Royal Commission, 20 copies of a letter‡ No A-73 S dated the 12th of September 1913 from the Inspector General of Police Punjab and of its enclosures

APPENDIX IV

MEMORANDUM embodying the VIEWS of the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH on the POLICE SERVICES

1 In this note it is intended in the first place to consider certain general questions affecting the Police Department and subsequently to deal with such questions raised in the memorials of the two branches of the services as may require consideration.

2 The most important matter is the question of the more extended employment of Indians in the higher posts The extent to which they are employed at present has been explained in the historical narrative and its appendices His Honour s view is that the number of posts of superintendents of police to which Indians can be appointed must be decided with reference to the actual conditions of the province After careful review of these conditions His Honour has come to the conclusion that the number of districts which can with safety be entrusted to Indians is at the

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* It will be seen that only four officers served 30 years and upwards one of whom was an Indian 11 had to leave before completing the 30 years qualifying service and 4 died

† Imperial Officer

‡ This letter appears as the written statement of Sir Edward L French Inspector General of Police Punjab [illegible] 61 691-702

outside eight. This figure moreover would have to be worked up to gradually due regard being paid to the just claims to promotion of officers already in the Imperial service

3 Of the various ways in which Indians can be recruited to fill these posts the two which commend themselves to the Lieutenant-Governor are—

(1) promotion from ranks of deputy superintendents and.

(2) selection, combined with competition, in India.

In the historical narrative * it has been shown that recruitment of superintendents from the ranks of deputy superintendents of police has been for some time in contemplation, and that a certain number of these officers have already officiated. According to the present orders of the Government of India not more than 5 per cent. of the posts of superintendent are to be filled in this manner which gives a maximum of three posts in this province In His Honour's opinion this number is not unreasonable and may be accepted. Recruitment for the remaining five posts should be by rigorous selection in India, coupled with a high educational qualification (B.A. at least), and a competition among the nominated candidates He is entirely opposed to the admission of Indians by open competition in England. It would be very difficult to get the right type of men in this way and the severity of the examination is not such as to afford a guarantee that not more than a reasonable number of Indian candidates would be successful. Candidates selected in India in the manner described would be appointed assistant superintendents of police on probation in the same way as candidates selected by open competition in England.

4 Questions have arisen in the past and are likely to arise in a more acute form in the future as to the relative claims to promotion of assistant and deputy superintendents of police The position of the two classes of officers can be sharply distinguished. Promotion to superintendentships is in the direct line of the career of every assistant superintendent of police unless passed over for special reasons whereas it is only selected deputy superintendents of police who can look for such promotion. When at the end of the seventies the statutory civil service was brought into being in this province steps were taken to guard the claims to promotion of members of the covenanted civil service. The rule then adopted was that members of the statutory civil service were to take rank after members of the civil service recruited before the year 1880 *from which year recruitment was reduced in order to make room for the members of the statutory civil service* So far there has been no reduction of recruitment for the police and accordingly on this principal all members of the Imperial Police recruited up to date are entitled to take precedence for promotion before deputy superintendents of police On the other hand, of late years candidates for the police in England have been notified that the deputy superintendents of police are eligible for the posts of superintendents Even if the utmost weight be given to this fact then at least all officers selected at home down to and including those selected in 1905 (which is the year previous to the one in which deputy superintendents of police were appointed for the first time) should have precedence for promotion over deputy superintendents of police. This is the most favourable view which can possibly be taken of the claims for promotion of deputy superintendents of police But if as the result of it, permanent promotion be granted to any such officer in front of any assistant superintendent of police now in the service it will, in common fairness be necessary to grant compensation to the officers thus superseded Such compensation will not be dictated merely by considerations of equity but by practical considerations of the effect on recruitment There is as is evident from a cursory inspection of the Civil List a serious block of promotion among the junior officers This block is one which is likely to be felt for many years to come Anything which would tend to accentuate it would have most harmful results

5 *Block in Promotion in the Imperial Police*—According to the present state of affairs an assistant superintendent of police does not begin to officiate permanently in a superior appointment until he has rendered nearly nine years service and is not confirmed in the lowest grade of superintendent until he has done thirteen years service Although His Honour is of opinion that no sufficient case has been made out for an *ad interim* measure of relief pending the findings of the Public Services Commission, he considers that the proposals of the Commission should provide for a temporary relief for officers suffering from delayed promotion. The present block is no doubt in a measure due to the rapid increase since the early nineties of the cadre of the service owing to which there is an unusually large number of officers of approximately the same period of service Promotion will become more rapid and even when the time comes for the men of these years to retire and the situation will thereby be eased But an examination of the rate of retirement in this province during the last twenty years leads His Honour to doubt whether the present ratio of recruitment of 4 17 per cent is not too high. He recommends that an actuarial investigation be made of the ratio of decrement with a view to correcting the evils of possible over recruitment In the meanwhile as one of the measures to alleviate the present condition of the service he is in favour of Government having the power to retire compulsorily on liberal compensation pensions a few of the most senior men who belong to the old and less efficient regime He is entirely opposed to any proposal to lower generally the age of retirement as tending to increase the already too high non effective charges of the Indian Government

6 He is not impressed with the general arguments on which the claims for shorter periods of service is based. The life of the police is not unduly hard and there are plenty of suitable appointments for men whose bodies have aged more than their minds On grounds similar to those set forth already he would resist any claims for better pensions

7 As regards the reserve of assistant superintendents of police in this province there appears to be no reason for considering that it is insufficient

8 The following remarks represent His Honour's views on certain special points in the memorial of the Imperial Police Officers —

(*a*) *Paragraph* 4.—The suggested course of training at Sandhurst is unnecessary Besides what they learn at Moradabad probationers go through the courses with infantry and cavalry regiments

(*b*) *Paragraph* 5 (*a*) —The position of police officers in the warrant of precedence appears to be correct Inspector General is graded with Director of Public Instruction and Inspector General of Prisons He is and should of course take rank below a Chief Engineer as the latter is a Secretary to Government Deputy inspectors-general are suitably graded with lieutenant-colonels and members of the Indian Civil Service of eighteen to twenty three years standing Superintendents of police on Rs 800 and above are suitably placed with members of the Indian Civil Service of twelve to eighteen years standing and majors. The case of superintendents of police drawing less than Rs 800 a month is similar to that of members of the Indian Civil Service of less than twelve years standing

Paragraph 5 (*b*) —On the whole His Honour would prefer to keep the title of superintendent of police which is well known and well understood throughout India.

Paragraph 5 (*c*) —The Inspector General of police should be a police officer provided a thoroughly suitable officer can be found in the province It is undesirable to make appointments from other provinces

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* Not reprinted.

APPENDIX IV (*continued*)

(c) *Paragraph* 6 —His Honour is entirely opposed to the introduction of an incremental time scale It is quite unnecessary in a large department which is suitably graded as is the police The proposal merely means unnecessary expense to Government His Honour is also unable to support the other proposals in this paragraph The pay of the police has been comparatively recently revised and is on a suitable scale Any comparison of the rates of pay with other departments appears to be irrelevant As regards acting allowances the police are under the same rules as the Indian Civil Service There does not appear to be any special reasons why any specially favourable terms should be granted to them

(d) *Paragraph* 7 —Furlough allowances depend on pay The police maximum and minimum allowances are 800*l* and 200*l* respectively

(e) His Honour is entirely opposed to the proposal for an optional graduated pension after twenty years service and upwards He is also as already stated not in favour of any increase in the scale of pension. As regards the remarks in the last sub paragraph of paragraph 8 it should be noted that article 642 Civil Service Regulations applies in one case only to officers appointed before 1897 and the other to officers appointed before 1898 In future Secretaries to the Government of India Public Works Department Chief Engineers &c will only get Rs 1 000 a year extra pension subject to the conditions of article 643 Civil Service Regulations

9 The following observations contain His Honour s views on certain points in the memorial of the provincial service police officers —

(a) As regards matters referred to in the first three pages of the memorial, it is to be noted that the Government of India in paragraph 33 of the resolution on the report of the Police Commission referred to the status of deputy superintendents of police as similar to that of assistant superintendents of police The question of the duties on which deputy superintendents of police should be employed referred to on page 3 has been considered by the Local Government and suitable orders have been passed A strict definition of the duties of assistant superintendents of police and deputy superintendents of police as proposed on page 3 would be open to grave objection. It would tend to undermine discipline and would probably lead to the friction which the memorialists desire to avoid. The statement that assistant superintendents of police are chosen to officiate as superintendents in preference to deputy superintendents of police senior to them does not appear to be strictly accurate For instance in the Civil List for July 1911 two deputy superintendents of police appointed as such in 1908 were officiating while the junior assistant superintendent of police officiating was appointed in 1906

(b) His Honour sees no advantage in making excise officers deputy superintendents of police and is entirely opposed to transferring officers from the judicial to the police service It is on general grounds undesirable that officers except for special administrative reasons be permitted to change their branch of service The selection of candidates should be left in the hands of the Inspector General of Police It is not a matter which concerns the Board of Revenue magistrates or judges

(c) *Conditions of Service* —It is obviously undesirable to grade deputy superintendents of police with assistant superintendents of police The grades of these two classes of officers are not the same Further as has been already pointed out the prospects of the two branches vary considerably The arguments from other services do not carry weight As regards the Public Works Department it should be noted that executive and assistant engineers are not graded but are on incremental rates of pay The argument that assistant superintendents of police and deputy superintendents of police should be classed on the same list would apply with equal force in support of the proposal to grade together deputy collectors and joint and assistant magistrates The rule as to deputy superintendents of police putting in five years service in one grade before promotion is the rule ordinarily in force when a new service is being created When all the posts are filled up promotion will, according to vacancies be made by seniority tempered by selection It is unnecessary to discuss the proposals that the number of European and Indian officers below the rank of superintendent should be equal, or that 25 per cent of the posts of superintendent should be filled by Indians These proposals are at present far beyond the range of practical politics His Honour is opposed to doing away with the *safa* and considers that provincial service officers should wear the provincial cypher and buttons

(d) *Conditions of Salary* —His Honour is not able to support the proposals in the matter of salary but considers that deputy superintendents of police should receive travelling allowance at the same rate as assistant superintendents of police

(e) *Conditions of Leave* —It is not a correct statement to say that service in the police is more trying than in any other branch of the public service There is no special reason for the concession in the matter of leave asked for

(*f*) *Conditions of Pensions* —The ordinary period of pension for Indian services should apply As regards the question of demi official reports against officers it should be noted that no officer is punished without having had a chance of clearing himself

10 The only point remaining on which it seems necessary to express an opinion is the question of recruitment of Anglo Indians for the higher branches of the police His Honour considers that the present rule by which candidates are appointed by the Government of India on the recommendations of the Local Government is adequate

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APPENDIX V

REGULATIONS for the APPOINTMENT of DEPUTY SUPERINTENDENTS OF POLICE FURNISHED by the GOVERNMENT of the UNITED PROVINCES OF AGRA and OUDH

Deputy superintendents of police shall be appointed—

(a) by direct recruitment

(b) by the appointment of selected deputy collectors and tahsildars,

(c) by the promotion of inspectors of police

Not more than one half of the total number of appointments shall be made by direct recruitment The remaining appointments shall be made by methods (*b*) and (*c*), but preference will be given to the promotion of inspectors of police if suitable candidates are forth coming

In the case of all three classes nominees must be statutory natives of India

The Government will from time to time intimate to the Inspector General of Police the number of appointments to be allotted to each class

2 The following rules regulate the appointments of deputy superintendents from the above three classes —

(*a*) All appointments will be made by the Lieutenant Governor

(*b*) *Class* (*A*) —Nominations may be made by the Inspector General of Police The indispensable qualifications for a candidate borne on the list of the Inspector General of Police will be (1) that he is a natural born subject of His Majesty the son of parents domiciled in the United Provinces that he has himself resided in the provinces for at least three years and that he is a graduate of the Allahabad University or of an English university or a barrister at law , (2) that he is of sound health good physique and active habits and free from any organic defect or bodily infirmity (3) that he is able to ride (4) that he is of good character

Nominees should ordinarily be selected from families of the landowning official or professional classes

A person whose age exceeds twenty five years may not ordinarily be admitted into the service

Every nomination shall be accompanied by the following documents —

(1) A medical certificate in accordance with the requirements of paragraph 334 of the Police Regulations

(2) A certificate of character and conduct signed by the principal of the institution at which the nominee last studied for not less than one year or by some responsible officer of Government

(3) A certificate of the nominee s ability to ride signed by the officer recommending the nominee or by a district officer

(4) A memorandum showing the status and services if any of the family to which the nominee belongs

Class B —The Inspector General of Police will with the assistance of the Board of Revenue select suitable candidates Deputy collectors and tahsildars must not ordinarily be over 35 years of age The Inspector General of Police will forward a list of the selected candidates to the Lieutenant Governor who will make the necessary appointment

Class C —Appointments will be made by the Lieutenant Governor on the recommendation of the Inspector General of Police No age limit will be fixed but a fair knowledge of English will be required

3 Deputy superintendents of class A will on appointment be graded in the lowest grade of deputy superintendents according to the date of their appointment In the event of two or more deputy superintendents being appointed on the same date the order of their seniority will be determined by Government This rule applies also to deputy superintendents of classes B and C provided that Government reserves to itself the power in special cases of appointing a deputy superintendent of classes B and C to any grade and of determining his place in the list All deputy superintendents will be on probation for two years or if in Class A until they have passed the prescribed examination They will then if favourably reported on be confirmed otherwise they will be reverted to their substantive appointments or if they hold no substantive appointments their services will be dispensed with The reports will be forwarded by superintendents of police through collectors and commissioners to the Inspector General of Police who will submit them to Government with his recommendations

4 Deputy superintendents of Class A will be required to attend a course of instruction at the Provincial Training School extending to twelve months and until they have passed to appear at successive departmental examinations for junior officers in the subjects prescribed for assistant superintendents of police While at the school they will be given an allowance of Rs 100 per mensem The services of any deputy superintendent who fails to qualify at the departmental examination for junior officers at four successive examinations will be dispensed with provided that if in the opinion of the Government the failure to qualify has been due to serious illness or other unavoidable cause and the officer be well reported on the Government may sanction his appearance at one more examination No further extension will be allowed under any circumstances After completing the course at the school deputy superintendents will be posted to districts and will draw the pay of the lowest grade of deputy superintendents

5 Deputy superintendents of Classes B and C will on appointment be posted to districts and draw the pay of the grade to which they are appointed

NOTE —Tahsildars and deputy collectors who before their appointment on probation as deputy superintendents have not passed the examination prescribed for tahsildars and deputy collectors are required to appear at that examination (*See* Manual of Government Orders Department VII paragraphs 1 268 and 1 278, pages 269–270 Examination ')

6 Deputy superintendents of Classes A and B will after being posted to districts be required to obtain the certificates of efficiency in practical working prescribed for assistant superintendents of police If appointed prior to 1909 they will be required to go through a course of infantry drill with a regiment, unless specially exempted by the Inspector General and if appointed in or after 1909 through both infantry and cavalry courses The certificates to be obtained by them must be in Police Forms Nos 291–292

7 Inter grade promotion will be given by the Government on the recommendation of the Inspector General of Police Promotions to the third and second grades will ordinarily be given by seniority Promotion to the first grade will be awarded strictly by selection

APPENDIX VI

RULES for ASSISTANT and DEPUTY SUPERINTENDENTS OF POLICE furnished by the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH

1 Probationary assistant superintendents of police (hereafter styled probationers) if appointed in England will join the Provincial Police Training School as soon as they report their arrival in India If appointed in India they will join the school as soon as they receive their appointments

2 At the school they will reside in the quarters provided for them paying the rent fixed by Government They will be in the charge of the Principal and must obey his orders he will keep a separate order book for them They will be gazetted to the Moradabad district

3 They will keep up a mess under the control of the Principal who will engage the permanent servants and supervise the messing He should inspect the kitchen and satisfy himself that wholesome food is supplied They will appoint from time to time one of their own number to be mess president and the appointment will be recorded in the order book The mess president will be responsible for all the Government property in the quarters and will report all instances of loss and damage to the Principal

4 Each probationer on joining the school must provide himself as soon as possible with a suitable horse to ride

5 The course of instruction will last eighteen months Probationers will be taught the vernacular (Urdu and Hindi) law and police rules up to the

standard required at the departmental examination of junior police officers Instruction will also be given in drill and equitation. For the purposes of equitation and drill every probationary assistant superintendent will be attached to a cavalry and to an infantry regiment and will be required to obtain the prescribed certificates for drill in police forms Nos 159 and 144 The periods spent under instruction with regiments will be considered as portions of the prescribed course of eighteen months to be passed at the Police Training School Arrangements will be made to attach probationary assistant superintendents to a cavalry regiment as soon as possible after the 1st January following their arrival in India and to an infantry regiment immediately after the examination held in the April of the second year following their appointment While going through these courses they will be entitled to house rent at the rate santioned for them while at the Training School

The principal will draw up a curriculum for the whole course and also a daily programme fixing the hours for study and for work out of doors He will also prepare a programme showing subjects in which instruction in practical work will be given at head quarters and in camp This part of the training will commence after the mid session vacation The Principal will arrange details in consultation with the Superintendent of Police Each probationer will first appear at the October examination next following his appointment when he will be examined in law only He will appear at the examination in the following April when he will be examined in the vernacular and police rules and again in law if he has not already passed If he fails then in any subject he will appear at the successive half yearly departmental examinations till he has passed in all subjects Instruction in law and police rules will be given chiefly by the Principal and Vice Principal and occasionally by the school professors Urdu and Hindi will be taught by special teachers taken from the Educational Department Instruction at the school will also be given in ethnology and the miscellaneous subjects prescribed for candidates for the post of sub inspector but probationers will not be required to pass any examination in these subjects

6 Probationers may leave the school during the vacation. Any of them who remain at Moradabad then will be under the charge of the Superintendent of Police

6A. In the cold weather each probationer will be required to accompany the superintendent or assistant superintendent of district police for at least one month on tour The Principal will furnish a memorandum suggesting the subjects in which the probationers should be instructed This will not preclude the district officers from giving them any other work they may consider suitable and instructive

6B Each probationer while on tour will keep up a diary showing the work he has done each day At the end of each week the diary will be countersigned by the superintendent or assistant superintendent and forwarded to the Principal

7 At the end of eighteen months probationers will be posted to districts where in addition to continuing their studies in any subjects in which they have yet to pass the departmental examination they will receive instruction in practical work

8 Any probationer who after the examination held in the April of the third year following his appointment has not passed in all subjects will lose his appointment unless for special reasons an extension of the term is allowed by the Government After passing the departmental examination probationers will be confirmed subject to the production of the certificates of proficiency in drill and riding prescribed in the Police Regulations

9—(*a*) Probationary deputy superintendents of Class A will on appointment be attached to the Provincial Police Training School at Moradabad and go through the course prescribed for assistant superintendents They will reside in the quarters set apart for them on the school premises or find lodgings for themselves till quarters are provided They will get an allowance of Rs 100 per mensem at the school Each of them on joining the school, must provide himself as soon as possible with a suitable horse to ride The rules for their training at the school and examination will be those laid down for assistant superintendents except that the course in the case of probationary deputy superintendents will be twelve months and that they may appear in all subjects at the second half yearly departmental examination following the date of their admission to the school After twelve months they will be posted to districts and commence their training in practical work

(*b*) The rules for their training in districts will be the same as those laid down for assistant superintendents and they will be required to go through courses with cavalry and infantry regiments and obtain certificates in forms Nos 159 and 144

(*c*) They will be on probation for two years At the end of two years if favourably reported on and provided also that they have passed the departmental examination and obtained the certificate mentioned in (*b*) they will be confirmed otherwise their services will be dispensed with

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APPENDIX VII

MEMORANDUM prepared by the GOVERNMENT OF BENGAL relating to the POLICE DEPARTMENT

1. **The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory**—The rules for the recruitment in England of assistant superintendents are contained in the printed regulations which are doubtless already before the Commission. Shortly, every candidate must be a British subject of European descent and at the time of his birth his father must have been a British subject either natural born or naturalised in the United Kingdom. He must be above 19 and under 21 years of age on the 1st June and must be unmarried If he marries before reaching India he forfeits his appointment

The subjects of examination are English elementary mathematics (A) and French or German and not more than two of the following optional subjects —

Mathematics B (intermediate)
Mathematics C (higher)
English history and geography
German or French
Latin.
Greek
Science (physics and chemistry)

Candidates must obtain such aggregate of marks in the examination as a whole as may indicate a competent amount of general proficiency There is also a medical and riding test

Candidates have to provide their own uniform horse and saddlery on arrival in India Free passage to India is provided by the India Office but any probationers resigning within three years except on medical grounds are required to refund the cost of passage On arrival in India they receive an initial salary of Rs 300 a month and are required to qualify by passing the prescribed departmental examinations within two years and no probationer is eligible either for acting or substantive promotion until he has passed these examinations including the riding test If it is found that he is unlikely to make an efficient police officer he is liable to be sent back to England at the end of two years

In the case of deputy superintendents the Indian Police Commission of 1902-03 recommended that one half of the vacancies should be filled by selection from amongst qualified inspectors and the remainder by selection from outsiders In their Notification

No 2489A dated the 23rd May 1911 (Annexure A) the Government of Bengal issued a set of rules for the direct appointment of deputy superintendents which lay down that a candidate for direct appointment must be a statutory native of India as defined in section 6 statute 33 Victoria chapter 3, and must possess the following qualifications —

(*a*) He must not be less than 20 nor more than 25 years of age

(*b*) He must be of good character

(*c*) He must be a graduate

(*d*) He must be of sound health, good physique, and active habits and free from any organic defect or bodily infirmity

Selection is made by Government on the recommendations of Divisional Commissioners and in consultation with the Inspector General of Police

The promotion of inspectors to the rank of deputy superintendents is made by Government on the recommendation of the Inspector General of Police

Deputy superintendents appointed direct have to pass the prescribed departmental examinations and for the period during which they remain at the Police Training College they are given an allowance of Rs 100 a month All deputy superintendents are appointed on probation for two years and if at the end of that period they are favourably reported on and have passed the prescribed examinations and tests they are confirmed in the service

Probationary assistant superintendents on arrival in India and probationary deputy superintendents appointed direct are sent to the Provincial Police Training College for a course of training extending over 18 months At the college they are provided with free quarters and free tuition, a concession which is much appreciated

The course of instruction covers in the case of assistant superintendents vernacular consisting of Bengali and colloquial Hindustani law, police rules, and accounts Instruction is given in general police methods and practical police work They are also encouraged to read as part of the training such books as may increase their knowledge of ethnology and the criminal classes They are also taught first aid to the injured and plan drawing In the cold weather each probationer is sent to a settlement camp in order that he may learn something about the rural economy of the mufassal the habits and character of the people and acquire an elementary knowledge of surveying and settlement and the maps and records which would be available to a police officer in the course of an investigation into land disputes which are so common in this country This part of the course has been found to be most valuable, as it gives the probationer an outlook which extends beyond the limits of police work only

The European probationers are also for a short period sent to a regiment British or Indian to acquire some knowledge of drill and discipline

At the end of 18 months probationers are posted to districts where in addition to continuing their studies in any subjects in which they have still to pass in the departmental examinations they receive instruction in practical police work Eventually they are posted to subdivisions as this system is found to develop greatly their sense of responsibility

Probationary deputy superintendents who are appointed direct go through the course prescribed for assistant superintendents with the exception of the vernacular course During the summer vacation they are posted to a police station to learn practical work They also are sent to settlement camp with probationary assistants After 18 months they are posted to districts

A copy of the regulations for the Bengal Police College is submitted to the Commission (Annexure B) Part II refers to the training of European and Indian probationers The rules were recently revised by Mr Hughes Buller after visiting various schools and studying the system in vogue in Ireland, England, and India

These regulations are satisfactory

2 The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory—A statement is appended (Annexure C) The rates have been recently revised as a result of the Police Commission s Report and are satisfactory

3 The number of posts in each grade and the provision, if any, made in the cadre for leave and training—The percentage of posts in each grade is fixed according to the calculations of the Police Commission of 1902–3 *vide* Appendix XII The actual number of posts in each grade in Bengal is shown in the statement given under item 2 above

The cadre contains a provision of 12 1 per cent for assistant superintendents under training and 31 2 per cent for leave reserve These are quite sufficient

4 What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services—The cadre contains provision for four appointments outside the authorised cadre as below —

One superintendent Chittagong Hill Tracts
One Deputy Director of Criminal Intelligence
One for deputation to the Hyderabad State
One for unspecified deputation

Allowance is made for these appointments in the scheme of recruitment for the service sanctioned by the Government of India

5 Whether any addition is required to the present cadre—Very large additions were made to the gazetted staff as a result of the Police Commission s recommendations The following comparison is taken from the Police Commission s report —

—	Actual Strength at the time of Police Commission s Report	As recommended by Police Commission
Superior posts	58	81
Inferior posts	37	99 (including Deputy Superintendents)
Total	95	180
Difference	85	

Additions have been made to the cadre from time to time as necessity has arisen It is becoming more and more evident that, with the increase of the subordinate staff the gazetted supervising agency will require to be gradually strengthened This will have to be done by increasing the number of superintendents of police, by the creation of posts of additional superintendents and by placing more gazetted officers in charge of subdivisions An increase in the number of deputy inspectors general may also be necessary There are strong grounds for the appointment of a fourth range deputy inspector general and proposals for the creation of this appointment are under consideration In course of time it may also be necessary to take the railway and river police from the Deputy Inspector General of Crime and place them under a separate officer

In view of the increase in the force and the large expenditure involved (the annual expenditure will soon amount to nearly a crore of rupees) the necessity of a second personal assistant to the Inspector General is becoming daily more apparent

With regard to superintendents in districts it has been found that the posting of additional superintendents in some of the heavier Eastern Bengal districts has been attended with very satisfactory results and the same system should be extended to the Western Bengal districts In partial accomplishment of this object a proposal for additional superintendents for two districts is under consideration

It is also very important if discipline is to be effectively maintained the general character of the force improved and confidence created amongst the public that gazetted police officers should be posted in charge of the police in subdivisions The system which has been tried in some of the heavier sub divisions has proved very satisfactory The cadre at present contains provision for posting officers only to a few subdivisions but more officers will be required for this purpose

LIST OF ANNEXURES

(1) *Annexure A*—Rules for the appointment of deputy superintendents of police

(2) *Annexure B* —The Bengal Police Training College Manual 1913*

(3) *Annexure C*—Statement showing the rates of pay and allowances in force in 1890 and 1900 and at the present time

ANNEXURE A

RULES FOR THE APPOINTMENT OF DEPUTY SUPERINTENDENTS OF POLICE

1 Deputy superintendents of police will ordinarily be appointed from the following classes in such order as to secure that half of the total number of appointments will be held by each class —

(*a*) Candidates for direct appointment, and

(*b*) Inspectors of police

2 Candidates for direct appointment must be statutory natives of India as defined in section 6 statute 33 Victoria chapter 3 A candidate for appointment direct must also possess the following qualifications —

(*a*) He must not be less than 20 nor more than 25 years of age

(*b*) He must be of good character

(*c*) He must be a graduate

(*d*) He must be of sound health good physique and active habits and free from any organic defect or bodily infirmity

3 The selection of candidates for appointment direct will be regulated as follows —

(1) On the occurrence of any vacancy to be filled by direct appointment the Lieutenant Governor in Council may call on all or any of the Commissioners of Divisions to submit the name of one candidate by a certain date Each Commissioner shall call on each of his District Officers to submit the names of two candidates belonging to good families resident or domiciled in his district and from among candidates so recommended the Commissioner shall make his selection in consultation with the District Officers A notice will be published at the same time in the *Calcutta Gazette* stating the divisions from which nominations will be made and the date by which applications must reach the District Officers

(2) The Commissioner will submit with his nomination an explanation of the grounds on which his recommendation is made and also—

(*a*) a statement in Form A appended to these rules,

(*b*) a certificate of the registrar of the university that the candidate has obtained a degree

(*c*) a certificate of character and conduct from the Principal of the Institution at which the candidate last studied for not less than a year or from some responsible officer of Government

(*d*) a medical certificate in original in accordance with the requirements of Article 49 of the Civil Service Regulations and

(*e*) evidence of the candidate s age

(3) Government will ordinarily select from candidates thus nominated the number required to fill the appointments set aside for this class of candidates The Lieutenant Governor in Council however reserves to himself the right for special reasons to appoint any person whom he may consider specially fit even though he has not been recommended by a Commissioner and does not posses all the qualifications mentioned in rule 2

4 The promotion of inspectors to the rank of deputy superintendents will be made by Government on the recommendation of the Inspector General of Police

5 Newly appointed deputy superintendents will ordinarily be placed in the lowest grade In the event of two or more deputy superintendents being appointed on the same date the order of their seniority will be determined by Government

6 Deputy superintendents other than promoted inspectors will be required to attend a course of instruction at the Provincial Training School which will ordinarily extend over a period of 18 months and to pass the departmental and school examinations prescribed for assistant superintendents of police Deputy superintendents appointed direct while at the school will be given an allowance of Rs 100 per mensem in lieu of their grade pay which they will not draw until posted to a district

7 All deputy superintendents will be on probation for two years At the end of that period if favourably reported on and if they have passed the prescribed examinations they will be confirmed If a probationer fail to pass the examinations within the period prescribed or if he be unfavourably reported on he is liable to be removed from the department In special cases, however where he has failed in the examinations by a few marks only or where owing to the exigencies of the service his studies have been interfered with his period of probation may be extended for another twelve months

8 Probation from grade to grade will be made by the Government on the recommendations of the Inspector General of Police Promotion will be awarded strictly by selection according to merit

FORM A

Column 1 —Name of candidate in full and address in full

Column 2 —Father s name profession or occupation and address in full

Column 3 —Religion and caste or race

Column 4 – Date of Birth (day and month to be given)

Column 5 —Educational qualifications and places of education during the preceding four years with dates

Column 6 —Other information regarding the candidate (physique moral character present occupation &c)

Column 7 —A memorandum of the status and services of members of the family

Column 8 —Special claims for consideration

Column 9 —Remarks indicating degree of District Officer s personal knowledge of candidate and sources of information about him

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* Not reprinted

ANNEXURE C

Pay and Allowances of Superior Police Officers in force in 1890 1900 and 1913

Rank and Grade	1890			1900			1913		
	Number of Appointments in each Grade	Pay	Allowances, if any	Number of Appointments in each Grade	Pay	Allowances, if any	Number of Appointments in each Grade	Pay	Allowances, if any
Inspector General of Police	1	Rs 2 500	—	1	Rs 2 500	—	1	Rs 2 500–100–3 000	
Commissioner of Police	1	1 500–100–2 000	—	1	1 500–100–2 000	—	1	1 500–100–2 000	Provided with free quarters
Deputy Inspector General of Police	2	1,500	—	2	1,500	—	—	—	
1st grade	—	—	—	—	—	—	2	1,800	Deputy Inspector General, Crime and Railways gets a fixed house allowance at Rs 250 a month
2nd „	—	—	—	—	—	—	2	1,500	Deputy Inspector General Presidency Range, is entitled to house allowance under the Calcutta house allowance scheme viz between 1st April and 31st October at Rs 60 and between 1st November and 31st March at Rs 175
Superintendents of Police—1st grade	7	1,000	Superintendent of Police 24 Parganas— House allowance Rs 100	5	1,000	Superintendent of Police 24 Parganas— House allowance Rs 100 Personal Assistant to Inspector General— Local allowance 200 Assistant to Inspector General Special Branch— Local allowance 100	2	1,200	Personal Assistant to Inspector General— Local allowance Rs 200 House 150
2nd „	8	800	Assistant Inspector General, East Indian Railway— House allowance 200	6	900	Assistant Inspector General Railway Police Sealdah— House allowance 100 Fixed travelling allowance 100	7	1 000	Superintendent of Police Intelligence Branch— Local allowance 200 House 150 Assistant to Deputy Inspector General Crime and Railways— Local allowance 100 House 150

ANNEXURE C—continued

Rank and Grade	1890			1900			1913		
	Number of Appointments in each Grade	Pay	Allowances if any	Number of Appointments in each Grade	Pay	Allowances, if any	Number of Appointments in each Grade	Pay	Allowances, if any
Superintendents of Police —*concld*		Rs	Rs			Rs		Rs	Rs
3rd grade	11	700	Assistant Inspector General Northern and Eastern Bengal Railway System— House allowance and fixed travelling allowance 200	7	800	Assistant Inspector General of the East Indian Railway— House allowance 200	11	900	Superintendent of Police 24 parganas— House allowance 200 Superintendent of Police, Howrah— Fixed conveyance allowance (and free quarters) 60
4th "	11	600	Local allowance to the Superintendent of Police Chittagong Hill Tracts 100	12	700	Principal, Police Training College— Local allowance 150 House " 60	11	800	Superintendent of Railway Police Howrah— Local allowance (and free quarters) 150 Superintendent of Railway Police, Sealdah— House allowance 150 Local " 150
5th "	12	500	Officer in charge Sungu subdivision of the Chittagong Hill Tracts 100	12	600	Officer in charge Sungu subdivision of the Chittagong Hill Tracts 100	14	700	Superintendent of Railway Police Saidpur— Local allowance 150
6th "	—	—	Deputy Commissioner of Police— Consolidated allowance 300			Superintendent of Police, Chittagong Hill Tracts— Local allowance 100 Deputy Commissioner of Police— Consolidated allowance 300 Additional allowance of the Deputy Commissioner of Police for holding charge of the Calcutta Depôt of the Burma Military Police 100	—	—	Principal Police Training College— Local allowance 100 Superintendent of River Police Fixed travelling allowance 150 Six Deputy Commissioners of Police, Calcutta— Local allowance 100 Horse " 75 One Deputy Commissioner of Police— House allowance 200 The remaining Deputy Commissioners are provided with free quarters Superintendent or Assistant Superintendent in Charge Chittagong Hill Tracts— Local allowance 200
Total of Superintendents	49			54		45			
Assistant Superintendents of Police—			Rs			Rs			Rs
1st grade	16	400	—	14	400	Assistant Superintendent of Police Angul and Khondmals— Local allowance 150	17	500	Assistant Superintendent of Police Intelligence Branch— Local allowance 100 House 100

2nd	15	300	Assistant Superintendent of Police, Patna City— House rent allowance - 50	23*	300	Assistant Superintendent of Police Patna City— House allowance - 50	17	400	Assistant Superintendent of Police, 24 Parganas— House allowance - 100† Assistant Commissioner of Police, Calcutta— Local allowance 100 Horse „ 75 House „ 150
3rd grade	5	250	Assistant Superintendent of Police 24 Parganas— House allowance 50 Assistant Superintendent of Police Chittagong Hill Tracts— Local allowance 75 Assistant Superintendent of Police in command of the 4th Company of Military Police stationed near Barrackpore 150			Assistant Superintendent of Police, 24 Parganas— House allowance 50 Assistant Superintendent of Police Chittagong Hill Tracts— Local allowance 75 Assistant Superintendent of Police in command of the 4th Company of Military Police stationed near Barrackpore 150	12	300	Assistant Superintendent of River Police— Fixed travelling allowance 100 Assistant Superintendents in charge of police work in sub divisions draw local allowance at Rs 25 each Superintendent and Assistant Superintendent of Police attached to the Chittagong Hill Tracts draw local allowance of Rs 100 and Rs 75, respectively
Total of Assistant Superintendents	36			37			46		
Temporary Assistant Superintendents of Police	5	200							
Deputy Superintendents of Police— 1st grade	—	—	—	—		—	5	500	Deputy Superintendent, 24 Parganas— House allowance 50* Deputy Superintendent, River Police— Fixed travelling allowance 100 Deputy Superintendent, Intelligence Branch— Local allowance 100 House allowance 75 Deputy Superintendent Criminal Investigation Department— Local allowance (and free quarters) 75 Deputy Superintendents of Police in charge of police work in sub divisions draw local allowance at Rs 25 each, Assistant or Deputy Superintendents employed as Principals of the Constables Training School— Local allowance, Rs each
2nd „ -	—	—	—	—		—	7	400	
3rd „	—	—	—	—		—	6	300	
4th „	—	—	—	—		—	5	250	
Total of Deputy Superintendents	—	—		—			23		
GRAND TOTAL	94	—		95			120		

NOTE I—In 1890 and 1900 both Bihar and Orissa and Assam were included in the Bengal Police cadre

NOTE II—Deputy Commissioners and Assistant Commissioners who provide themselves with motor cars are entitled to a conveyance allowance in lieu of the horse allowance The rate of the allowance is Rs 150 a month if a four seated car is kept and Rs 100 for a two seated car

* Assistant Superintendents drew pay at Rs 250 per mensem on entering service and Rs 300 per mensem after passing the departmental examination

† The house allowance of Rs 100 for the Assistant and Rs 50 for the Deputy Superintendents, 24 Parganas, has been sanctioned for three gazetted officers of either rank

APPENDIX VIII

MEMORANDUM PREPARED BY THE GOVERNMENT OF BURMA RELATING TO THE POLICE DEPARTMENT

1 The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory —The recruitment for the Imperial Police is made by competitive examination in England and the Secretary of State nominates as probationary assistant superintendents such competitors as attain the highest aggregate of marks provided the aggregate of marks obtained in the examination as a whole indicates in the judgment of the Civil Service Commissioners a competent amount of general proficiency and provided also that they pass the examination held by the medical board at the India Office as to their physique and capacity for active outdoor work in India

The conditions of eligibility are that every candidate must be a British subject of European descent and at the time of his birth his father must have been a British subject either natural born or naturalised in the United Kingdom Candidates must without exception on any ground be above 19 and under 21 years of age They must be unmarried and if they married before reaching India will forfeit their appointments

Selected candidates are examined by the Civil Service Commissioners as to their ability to ride and required to produce (*a*) a certificate from the Civil Service Commissioners that they are able to ride well and to perform journeys on horseback or (*b*) a certificate from the Civil Service Commissioners of minimum proficiency in riding In the latter case they are required to pass a test in equitation before they leave the Provincial Police Training School and until they have been certified by the examining board of the school as having passed in equitation they are not confirmed in their appointments

Probationers are required to sign articles of agreement describing the terms and conditions of their appointment prior to embarkation for India and they join the Provincial Police Training School as soon as possible after their arrival in the Province The course of training at the school extends over a period of 18 months They are instructed by the school drill instructors in drill and are required occasionally to attend parades of the Military Police and by the time they leave school are expected to know squad and company drill rifle exercises sword drill and riot drill They also attend lectures daily at the school in law police duties finger prints and first aid to the injured and receive instructions in Burmese and Hindustani

Probationary assistant superintendents in Burma are required to pass the examination in criminal law Hindustani and Burmese prescribed by the departmental examination rules of the Province and no probationer is eligible for promotion (either acting or substantive) until he has passed the prescribed departmental examinations Any probationer who may fail to pass the prescribed examinations within two years or be found unfit for police duties is liable to forfeit his appointment

Under Rule 19 of the Examination Rules an assistant superintendent of police has to pass in Burmese by the lower standard only The Local Government is now recommending to the Government of India an alteration of this rule in order that every assistant superintendent may be made to pass in Burmese by the higher standand

The Inspector General of Police has suggested that in Burma the course of training might be improved in the following respect The departmental examinations are held in the November following a probationer s arrival in the country that is when he has completed about 11 months service The Inspector General thinks that these probationers after passing the departmental examinations in November might suitably leave the school and be employed as supernumeraries in districts for four months returning to the training school in the following March for one month before the school final examinations are held The Inspector General is about to submit this proposal to the Local Government and it will then be considered

The Provincial Police Service to be filled by natives of India who are qualified for the existing Provincial Services was created on the recommendation of the Indian Police Commission and appointments are made by the Local Government Members of the Provincial Police Service occupy the rank of deputy superintendents of police

No direct appointments to the rank of deputy superintendents have as yet been made in Burma All the existing deputy superintendents have served either as assistant superintendents on the old B list or as inspectors All these deputy superintendents therefore were fully trained before being appointed to that rank The Local Government has however the power to make direct appointments Gentlemen so appointed will be on probation and will be trained at the Provincial Training School The course of training will be practically the same as that for probationary assistant superintendents but will last for one year only Before entering the school a deputy superintendent who has received a direct appointment will be required to execute a bond to serve for three years after leaving the school

The final examination prescribed for deputy superintendents trained at the school consists of papers and practical questions on the following subjects —

Indian Penal Code
Code of Criminal Procedure
Local and special laws
Police Act
Evidence Act
Departmental rules

And also a practical examination in

Drill
Gymnastics
Equitation
Finger prints
Plan drawing and
First aid to the injured

Probationary deputy superintendents are required to pass the prescribed departmental examinations in Burmese by the lower standard (if non Burmans) Criminal Law and Hindustani by the colloquial standard A deputy superintendent who fails to pass the examination specified in Criminal Law within three years from the date of his first appointment to the police is liable to forfeit his appointment A deputy superintendent is ordinarily required to pass the colloquial test in Hindustani within eighteen months from the date of his first appointment to the police department and if he fails to do so is liable to be debarred from any substantive or officiating promotion which he would otherwise have obtained and to forfeit any officiating promotion which he may be enjoying and if he fails to pass the test within three years from the date of his appointment to the department is liable to forfeit his appointment A non Burman deputy superintendent will not receive any grade promotion until he has passed in the Burmese language by the lower standard and on failure to pass this test within three years from the date of his first appointment to the Police Department he is liable to forfeit his appointment

The Local Government s recommendation regarding the raising of the standard of examination in Burmese for assistant superintendents of police applies to non Burman deputy superintendents also

In all other respects the regulations as to recruitment training and probation are regarded as satisfactory

2 The rates of pay and allowances in force in 1890 and 1908 and at the present time, and whether the present rate of pay and allowances are satisfactory —The rates of pay and allowances in force on (1) the 1st January 1890 (2) the 1st January 1900 and (3) at present are shown opposite

APPENDIX VIII (*continued*)

—	Pay			Remarks
	1890	1900	Present Date	
	Rs	Rs	Rs	
Inspector General of Police	2 250	2 250	2 500-3 000	
Deputy Inspectors General of Civil Police	1 000-1 250	1 000-1 250	1 800 1 500	Two Two
Deputy Inspector General for Supply and Clothing	1 000	1 000	*	* This appointment now carries no fixed pay but is held by a District Superintendent of Police who draws his grade pay *plus* a local allowance of Rs 100 a month
District Superintendent of Police—				
1st grade	900	900	1 200	
2nd	800	800	1 000	
3rd	700	700	900	
4th	600	600	800	
5th	500	500	700	
Assistant Superintendent of Police A list—				
1st grade	400	400	500	
2nd	250	350	400	
3rd	None	250	300	
Assistant Superintendent of Police B list—				
1st grade	None	350	*	* The former "B" list Assistant Superintendents of Police are now Deputy Superintendents in the Provincial Service
2nd ,,	250	300	*	
3rd	None	250	*	
Deputy Superintendent of Police—				
1st grade	None	None	500	
2nd			400	
3rd			300	
4th			250	
	Local Allowances			
Personal Assistant to the Inspector General of Police (1)	100	100	200	
Personal Assistant to the Deputy Inspector General of Police (1)	100*	100*	100†	* Personal Assistant to Deputy Inspector General of Civil Police † Personal Assistant to Deputy Inspector General for Railways and Criminal Investigation
District Superintendent of Police (and Deputy Commissioner) Salween	100	100	100	
District Superintendent of Police Arakan Hill Tracts	100	100	100	
Assistant Superintendent of Police Arakan Hill Tracts	—	60‡	—	‡ Rs 40 if a Burman
Assistant Superintendent of Police 2nd grade in charge of Military Police Reserve at Rangoon	150			
Assistant Superintendent of Police Mogaung	100			
District Superintendent of Police if at Mogaung for not less than 20 days	Rs 100 per month but no halting allowance			
District Superintendent of Police in charge of Railway Police	—	100	150	
District Superintendent of Police Secretariat	—	200	—	Post now held by Deputy Inspector General for Railways and Criminal Investigation
Assistant Superintendent of Police Taungoo as Recruiting Officer for Karen Military Police	100			

APPENDIX VIII (*continued*)

—	Local Allowances			Remarks
	1890	1900	Present Date	
	Rs	Rs	Rs	
Assistant Superintendent of Police Taunggyi	—	45§	Assistant Superintendent of Police in charge of Police Southern Shan States Rs 100	§ Rs 30 if a Burman
Assistant Superintendents of Police at other places in Southern Shan States except Taunggyi	—	60‖	(Assistant Superintendent of Police or Deputy Superintendent of Police) West of Salween Rs 60 East of Salweeu, Rs 100	‖ Rs 40 if a Burman
	Allowances			
Assistant Superintendents of Police, Northern Shan States	—	60*	Assistant Superintendent of Police in charge of Police Northern Shan States Rs 100	* Rs 40 if a Burman
Assistant Superintendents of Police in certain places in Bhamo and Myitkyina Districts	—	60†	60	† Rs 40 if a Burman
District Superintendent of Police at Mogôk or Mong Mit in Ruby Mines District	—	100	District Superintendent of Police Mogok Rs 100	
Assistant Superintendent of Police at Mogok or Mong Mit in Ruby Mines District	—	60‡	60§	‡ Rs 40 if a Burman § Also drawn by Deputy Superintendent
Assistant Superintendent of Police in Chin Hills adjoining Pakokku District	—	60‖	60	‖ Rs 40 if a Burman
Superintendent of Police Supplies (District Superintendent of of Police)	—	—	100	
Principal, Police Training School (District Superintendent of Police)	—	—	100	
Assistant Commissioner of Police and District Superintendents of Police Rangoon Town (3)	—	—	Rs 100 each local allowance Rs 100 each house allowance	
Executive Police Supply Officer Rangoon (Deputy Superintendent of Police)	—	—	Rs 50 conveyance allowance Rs 50 house allowance	

The officers in the Imperial Branch of the Police in Burma have more than once memorialised for a Burma allowance to place them on an equality with their contemporaries in other provinces of the Indian Empire The local allowances detailed in the list above are granted to officers to compensate them for the exceptionally heavy cost of living in those places as compared with the cost in other parts of Burma The expenses of an officer in Burma are in excess of those of an officer of equal standing in other provinces House rent servants and food are all more costly and the Lieutenant Governor therefore considers that a Burma allowance should be granted to officers in the Imperial Police

Otherwise the pay and allowances are regarded as satisfactory

3 The number of posts in each grade, and the provision, if any, made in the cadre for leave and training —The number of posts in each grade is as follows —

Inspector General of Police	1
Deputy Inspectors General of Police 1st grade	2
Deputy Inspectors General of Police 2nd grade	2
District superintendents 1st grade	2
District superintendents 2nd grade	7
District superintendents 3rd grade	11
District superintendents 4th grade	11
District superintendents 5th grade	13
Assistant superintendents 1st grade	16
Assistant superintendents 2nd grade	17
Assistant superintendents 3rd grade	9
Deputy superintendents 1st grade	8
Deputy superintendents 2nd grade	11
Deputy superintendents 3rd grade	10
Deputy superintendents 4th grade	10

Of the 4 Deputy Inspectors General 2 officers hold charge of ranges 1 officer holds the appointment of Commissioner of Police Rangoon Town and 1 officer that of Deputy Inspector General for Railways and Criminal Investigation

Of the 44 district superintendents of police 1 officer holds the appointment of Superintendent of Police Supplies 1 the appointment of Principal of the Provincial Police Training School 1 the appointment of Personal Assistant to the Inspector General of Police 1 the appointment of Personal Assistant to the Deputy Inspector General for Railways and Criminal Investigation and 3 are employed in Rangoon Town The Superintendent of Police of the Northern Arakan District and the Superintendent of Police of the Salween District are also Deputy Commissioners and District Magistrates of their respective districts

Of the 42 assistant superintendents of police 2 officers are in independent charge of the police of the Northern Shan States and the Southern Shan States respectively

Of the 39 deputy superintendents of police 1 officer holds the appointment of Executive Police Supply Officer Rangoon and 1 officer is in charge of His Highness the ex King Thebaw at Ratnagiri

The provision made in the Imperial Police Service cadre for leave and training forms a part of the calculation by which the sanctioned strength of the service is arrived at as is shown in the following table —

——	On Duty	On Leave	Total
Men of over eight years service holding superior police appointments	100	25 8	125 8
Men from third to eighth year of service inclusive holding appointments of Assistant Superintendent	34 0	4 0	38 0
Men of first and second years of service reckoned as in training	12 1	1 4	13 5
Total	146 1	31 2	177 3

There is no separate provision made in the cadre of the Provincial Police Service for leave and training but its reserve is included in the provision made for that purpose in the cadre of the Subordinate Police Service

4 What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services —The following officers are holding outside appointments in foreign and local service —

Imperial Police Service

M B Comber Chief Superintendent of Excise

E W Trotter OCS OWES Seconded for foreign service under the Siamese Government

R C Whiting Seconded for foreign service under Siamese Government

5 Whether any addition is required to the present cadre —Only two Deputy Inspectors General for the charge of ranges are provided in Burma and the Inspector General regards this number as too small when the area of the province the number of cases reported and investigated and the amount of serious crime are considered The Inspector General has represented that in the Punjab there are three range officers, that the number of cases under Classes I to V (the offences under Class VI being mainly petty offences against local laws) investigated in 1911 was 46 113 in the Punjab as against 46 519 in Burma, that the area of the Punjab in 97 209 miles only excluding the area of Native States against 169 000 miles in Burma under direct British administration and that in Burma the means of communication are very bad once the railway lines and rivers are left This question however has not yet come under the consideration of the Local Government

An increase in the number of deputy superintendents is necessary and the Lieutenant Governor will probably shortly submit proposals to that effect to the Government of India

APPENDIX IX

MEMORANDUM prepared by the GOVERNMENT OF BIHAR AND ORISSA relating to the POLICE DEPARTMENT

1 The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory —The regulations will be found in the Addendum They have worked satisfactorily on the whole and there is no need for a change

2 The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory, and 3 The number of posts in each grade and the provision, if any, made in the cadre for leave and training —The tabular statement below shows the rates of pay and allowances in 1890 1900 and at the present time and the present sanctioned number of posts in each grade for all classes down to the rank of Deputy Superintendent —

Rates of Pay and Allowances in 1890		Rates of Pay and Allowances in 1900		Number of Post in each Grade and Rates of Pay and Allowances at the present time		
1		2		3		
Pay	Rs	*Pay*	Rs		*Number of Posts*	*Rates of Pay and Allowances* Rs
Inspector General of Police	2 500	Inspector General of Police	2 500	Inspector General of Police	1	2,500—100—3 000
Deputy Inspectors General of Police	1 500	Deputy Inspectors General of Police	1 500	Deputy Inspectors General—		
				1st grade	1	1 800
				2nd „	2	1 500
District superintendents—		District superintendents—		Superintendents—		
1st grade	1 000	1st grade	1 000	1st grade	1	1 200
2nd ,	800	2nd	900	2nd ,	4	1 000
3rd	700	3rd ,	800	3rd ,	6	900
4th	600	4th ,	700	4th	6	800
5th ,	500	5th ,	600	5th ,	8	700
		6th „	500			

APPENDIX IX (*continued*)

Rates of Pay and Allowances in 1890		Rates of Pay and Allowances in 1900		Number of Post in each Grade and Rates of Pay and Allowances at the present time		
1		2		3		
Pay	Rs	*Pay*	Rs		*Number of Posts*	*Rates of Pay and Allowances* Rs
Assistant superintendents—		Assistant superintendents—		Assistant superintendents—		
1st grade	400	1st grade	400	1st grade	9	500
2nd	300	2nd ,	300	2nd	10	400
3rd	250			3rd	6	300
Probationers	250			Deputy superintendents (Provincial Service)—		
				1st grade	3	500
				2nd ,	4	400
				3rd ,	4	300
				4th ,	4	250
Allowances		*Allowances*		*Allowances* (Local allowance)	*Number*	*Rate*
Personal Assistant to the Inspector General of Police—local allowance Rs 200		Personal Assistant to the Inspector General of Police—local allowance Rs 200		Personal assistant to the Inspector General of Police	1	200
Assistant Inspectors General Railway Police (2) House rent allowance Rs 200 and 100 Travelling allowance Rs 100		Assistant to the Inspector General of Police special branch—local allowance, Rs 100		Assistant to the Deputy Inspector General of Police Crime and Railways	1	100
		Principal Police Training School		Principal Police Training College	1	100
		Local allowance Rs 150 House rent allowance Rs 60		Superintendent of Police Bengal Nagpur Railway	1	150
		Assistant Inspector General Railway Police fixed travelling allowance Rs 100		Assistant Superintendent of Police Bengal and North Western Railway	1	100
		Assistant Superintendent of Police Angul and the Khondmals—local allowance Rs 150		Principal, Constables Training School	1	50
		Assistant Superintendent of Police Patna City fixed conveyance allowance, Rs 50		Assistant and deputy superintendents in charge of subdivisions	5	25
				Assistant Superintendent of Police Patna City fixed conveyance allowance	1	50

The Lieutenant-Governor in Council is of opinion that a time scale of pay should be substituted for the graded system in the Police Service A time scale is already in force in the Public Works Forest and certain other departments and has been recommended for the Indian Civil Service also It is still more suitable to the Police Service owing to the smallness of its cadre and the fact that the number of appointments in the higher grades is comparatively small Under the present system meritorious officers of no special brilliancy may never reach the first and perhaps not even the second grade of superintendents For assistant superintendents an incremental scale of Rs 300 rising by biennial increments of Rs 50 to Rs 600 and for superintendents a scale of Rs 750 rising by annual increments of Rs 50 to Rs 1 200 would appear suitable No assistant should be promoted to the grade of superintendent unless fit for a district charge and no superintendent should rise above Rs 900 if he is considered unfit to hold charge of the more important districts As regards the pay of the Deputy Inspectors General and the Inspector General no change is necessary

The minimum pay of deputy superintendents who belong to the Provincial Service is Rs 250 which is the same as that of a first grade inspector As under the rules half the number of deputy superintendents appointments are filled by promoted inspectors this minimum is inconvenient It sometimes happens that an inspector who was entitled to free quarters or other special allowances actually loses pay by promotion to the rank of deputy superintendent A difference

APPENDIX IX (*continued*)

between the pay of the two classes is therefore desirable The Lieutenant Governor in Council would suggest that the minimum pay of deputy superintendents be fixed at Rs. 300 and that a time scale be introduced into this service also the maximum pay viz Rs 500 remaining unaltered Two prize appointments on Rs 600 might however be set apart to be filled by selection from officers of approved merit who though suited for responsible appointments are not selected for the charge of districts

Calculated at 5 per cent on the number of superintendents only one superintendent s post is open to the members of the Provincial Service in this province The number might be raised to two for the present A time scale pay of Rs 600 rising to Rs 1 000 would be suitable for deputy superintendents placed in charge of districts

The present rates of allowances are satisfactory

For every 100 appointments of assistant superintendent and officers of higher rank a provision of 12 1 for officers under training and 3.2 for officers for leave vacancies exists in the rank of assistants For the combined cadre of deputy superintendents inspectors and sub inspectors a provision of 14 per cent for officers on leave and under training has been made in the rank of sub inspectors

4 **What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services** —The sanctioned cadre provides two posts for superintendents likely to be continuously on deputation Messrs F C T Halliday and R S F Macrae Superintendents of Police 3rd and 4th grade respectively are now temporarily on deputation under the Government of India and the Baroda State respectively In the latter case at any rate the deputation is likely to be permanent

5 **Whether any addition is required to the present cadre** —The present sanctioned number of Deputy Inspectors General is three. Of these one officer is in charge of the Northern Range comprising 11 districts another of the Southern Range of 10 districts and the third officer is in charge of the police of the Bengal Napur and the Bengal and North Western Railway systems as well as of the Criminal Investigation Department It is anticipated that the control of the police on the Bihar section of the East Indian Railway will shortly be transferred from the Government of Bengal to this Government and this will materially increase the work of the last mentioned officer Since 1908 the devolution of certain powers and duties to the Deputy Inspectors General made in accordance with the policy of giving them a larger share of executive control has increased their work to such an extent that they are no longer sufficiently free to move about their charges and to keep themselves by personal inspection fully acquainted with the state of police affairs in the districts It is desirable to reduce the size of the Ranges by the appointment of at least one additional Deputy Inspector General

The Lieutenant Governor in Council is of opinion that the supervising staff should be strengthened. The most economical way in which this can be done is to increase the number of deputy superintendents The present cadre provides for 25 appointments noted below to be filled by assistant or deputy superintendents of police —

Headquarters of each district (except Angul)	20
Bengal and North Western Railway	1
Subdivisional charges (Patna City and Kishanganj)	2
Training schools for constables (Nathnagar and Ranchi)	2
Total	25

The number of assistant superintendents available for duty in these posts calculated according to the principle laid down on the recommendation of the Police Commission of 1902-3 being 10 the present staff of deputy superintendents is 15 only It is suggested that this number be increased to 21, to provide for the following charges —

Headquarters of each district (except three of the smallest districts of Orissa)	18
Bengal and North Western Railway	1
Bengal-Nagpur Railway	1
East Indian Railway	1
Criminal Investigation Department	1
Training schools for constables	2
Subdivisional charges (Patna City Kishanganj Dhanbaid Giridih, Deoghur Madhpura or Supaul, Bihar and Sasaram)	8
Total	32
Deduct number of assistant superintendents of police available for these charges	*11
Total	21

Pension and Leave Allowance —Although the subject has not been referred to in the letter from the Secretary Royal Commission the Lieutenant Governor in Council takes this opportunity to record his opinion that the privilege of optional retirement after 25 years service on a pension of 400l in England should now be extended to the members of the superior police service that they should be granted a pension of 500l on retirement after 30 years service and that special additional pensions of 100l and 200l should be granted to Deputy Inspectors General and the Inspector General of Police (when an officer of the Police Department) respectively after three years approved service in those ranks This is on the assumption that the present rate of 1s 9d = 1 rupee is increased to 2s

The minimum furlough allowance laid down in Article 320 Civil Service Regulations which applies to police officers is 200l a year or ⅓ths of the salary last drawn on duty whichever is less when paid in England This might with advantage be raised to 250l or full salary, whichever is less

ADDENDUM

REGULATIONS RELATING TO RECRUITMENT TRAINING AND PROBATION OF SUPERIOR POLICE OFFICERS

Recruitment

Inspector General —The appointment of Inspector General of Police may be filled at the discretion of the Local Government either from the Indian Civil Service or from the police as may seem most expedient

Deputy Inspectors General —Deputy Inspectors General shall be appointed by the Local Government by selection from among the superintendents

Superintendents —The post of superintendent of police shall usually be filled by the Local Government by promotion from the ranks of assistant superintendent A certain number of selected deputy superintendents will also be promoted to the rank of superintendent by the Local Government but their number shall not exceed 5 per cent of the number of superintendents At present the number for Bihar and Orissa is fixed at one

Assistant Superintendents —Assistant superintendents will ordinarily be recruited by competitive examination in England The Governor General in

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*Actual number of superintendents and Deputy Inspectors General (including proposed superintendent for East Indian Railway)	29
For deputation	2
Total -	31
Assistant superintendents permissible at 77 8 per cent of this	24
Number of assistant superintendents of police available for duty in posts to be held by assistant and deputy superintendents (that is 43 98 per cent of 24)	10 55, or, say 11

Council has the power to make direct appointments also from amongst Anglo Indians educated in India in exceptional cases on the special recommendation of the Local Government in favour of an individual and subject to the condition that the candidate has attained an adequate standard of educational qualifications

Deputy Superintendents

Classes from whom Appointed —Deputy superintendents of police will be appointed ordinarily from the following classes in such order as to secure that half of the total number of appointments will be held by each class —

(*a*) Candidates for direct appointment and
(*b*) Inspectors of police

Direct Appointments — A candidate for direct appointment must be a statutory native of India as defined in section 6 Statute 33 Victoria cap 3 He must also possess the following qualifications —

(*a*) He must not be less than 20 nor more than 25 years of age
(*b*) He must be of good character
(*c*) He must be a graduate
(*d*) He must be of sound health good physique and active habits and free from any organic defect or bodily infirmity

Selection of Candidates —The selection of candidates for appointment direct will be regulated as follows —

(1) On the occurrence of any vacancy to be filled by direct appointment the Lieutenant Governor in Council may call on all or any of the commissioners of divisions each to submit the name of one candidate by a certain date The commissioner shall call on each of his district officers to submit the names of two candidates belonging to good families resident or domiciled in his district and from among candidates so recommended shall make his selection in consultation with the district officers A notice will be published at the same time in the *Bihar and Orissa Gazette* stating the divisions from which nominations will be made and the date by which applications must reach the district officers

(2) The commissioner will submit with his nomination an explanation of the grounds on which his recommendation is made and—

(*a*) a statement in the form below —
Column 1 —Name of candidate in full and address in full
„ 2 —Father s name profession or occupation and address in full
, 3 —Religion and caste or race
4 —Date of birth (day and month to be given)
5 —Educational qualifications and places of education during the preceding four years with dates
6 —Other information regarding the candidate (physique moral character, present occupation &c)
„ 7 —A memorandum showing the status and services of members of the family
8 —Special claims for consideration
9 —Remarks including degree of district officer s personal knowledge of the candidate and sources of information about him

(*b*) A certificate of the registrar of the university that the candidate has obtained a degree

(*c*) A certificate of character and conduct from the principal of the institution at which the candidate last studied for not less than a year, or from some responsible officer of Government

(*d*) A medical certificate in original in accordance with the requirements of Article 49 of the Civil Service Regulations

(*e*) Evidence of the candidate s age

(3) Government will ordinarily select from the candidates thus nominated the number required to fill the appointments set aside for this class of candidates The Lieutenant Governor in Council however reserves to himself the right for special reasons to appoint any person whom he may consider specially fit even though he has not been recommended by a commissioner and does not possess all the qualifications mentioned in the preceding rule

Promotion of Inspectors to Deputy Superintendent —The promotion of inspectors to the rank of deputy superintendent will be made by Government on the recommendation of the Inspector General of Police

Seniority of Newly Appointed Officers —Newly appointed deputy superintendents will ordinarily be placed in the lowest grade In the event of two or more deputy superintendents being appointed on the same date the order of their seniority will be determined by Government

Pay of Probationary Deputy Superintendents— (*a*) Deputy superintendents appointed direct will while at the college be given an allowance of Rs 100 per mensem in lieu of their grade pay which they will not draw until posted to a district

(*b*) Officers holding substantive appointments in other departments of the Government service who may be appointed deputy superintendents of police may be placed at the discretion of the Local Government in grades other than the lowest provided that the sanctioned scale is not exceeded Such officers shall draw while at a training school the pay of the grade to which they have been appointed or the pay of their substantive appointment whichever is less subject to a minimum of Rs 100

(*c*) When a deputy superintendent is appointed to a district he will be entitled to draw the full pay of his grade from the date on which he joins his district appointment He will not be confirmed until he has completed two years probation and has been favourably reported on and has passed the examination within the prescribed period An officer may sometimes be appointed to a district before these conditions have been fulfilled He will nevertheless be entitled to the full pay of his grade from the date of his joining his district appointment

Training and Probation

Period of Probation —All assistant and deputy superintendents will be on probation for two years At the end of that period if favourably reported on and if they have passed the prescribed examinations they will be confirmed If a probationer fails to pass the examinations within the period prescribed or if he be unfavourably reported on he is liable to be removed from the department In special cases however where he has failed in the examinations by a few marks only or where owing to the exigencies of the service his studies have been interfered with his period of probation may be extended for another 12 months

Training of Assistant and Deputy Superintendents —Assistant superintendents and deputy superintendents other than promoted inspectors immediately on appointment are required to undergo a course of training of not less than 12 months in the provincial training college At the end of this time those who are considered to be ready for practical training will be posted to districts under selected superintendents for a further period of six months in order to learn the actual details of their work During the first six weeks they will be employed in the reserve office and will perform all the duties of a reserve officer At the end of this period they will be posted to mufassal police stations where under the guidance of selected officers they will carry on the duties of a sub inspector in charge of a police station including the investigation of cases

APPENDIX IX (*continued*)

the holding of chaukidari parades and the surveillance of criminals and suspects Finally they will be attached to the office of the court inspector at head quarters where they will study cases sent up and prepare them for the courts conduct petty cases before magistrates attend the courts of the sessions judge and magistrates and learn to draft notes and reports of proceedings concise memoranda and progress reports They will also attend jail parades and learn all the details of the registration of criminals and other court office work

Assistant superintendents of police and deputy superintendents of police recruited direct who have been in India for about two years should be deputed to learn settlement work for a period of five months and a half during the cold weather of each year

Eighteen Months Training for Assistant and Deputy Superintendents before Promotion —Probationary assistant superintendents and deputy superintendents are not eligible for promotion either acting or substantive above the lowest grade until they have completed their course of 18 months training and have passed their departmental examination in law and the vernaculars and in drill

APPENDIX X

Memorandum Prepared by the Assam Administration relating to the Police Department

1 **The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory** —(i) The present regulations as to recruitment training and probation of European and Indian police officers are to be found in paragraphs 25-29 of the Government of India Home Department Resolution No 248-259 dated the 21st March 1905, and in Rules 40 and 42 Part I of the Eastern Bengal and Assam Police Manual copies of which are forwarded herewith

All that the Chief Commissioner has to say on this subject will be found in paragraphs 1 to 5 of his Note of the 21st April 1913* submitted to the Public Services Commission The Chief Commissioner adheres to the views therein expressed save that it would perhaps be safer to start with in the peculiar circumstances of Assam to reserve for Indians one tenth of the superior posts or roughly two posts instead of a proportion of one eighth and two posts respectively as suggested in paragraph 2 of the Note referred to The Chief Commissioner would also wish to say that further experience inclines him still more to urge the training in England advocated by him for members of the police force *Esprit de corps* which at present is in grave defect would be cultivated in an institution such as that recommended

Part I Eastern Bengal and Assam Police Manual

Rule 40 —*Recruitment of European gazetted officers* —Save in exceptional cases the European gazetted officers are recruited by competitive examination in England (paragraph 25 *et seq* Home Department Resolution No 248–259 dated the 21st March 1905)

Rule 42 —*Recruitment of Deputy Superintendents of Police* —Deputy Superintendents of Police are recruited from statutory natives of India partly by promotion from amongst Inspectors of Police and partly by the appointment of qualified outsiders or of officers already holding appointments in other Departments of the Government service Persons appointed direct are given an allowance of Rs 100 a month for the period during which they remain under training in the Police Training School (*vide* Government of India Home Department No 658 dated the 8th June 1908)

2 **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rate of pay and allowances are satisfactory** —The rates of pay and allowances in force in 1890 and 1900 and at the present time (1913) are as follows —

Superintendents of Police

	1st Grade	2nd Grade	3rd Grade	4th Grade	5th Grade	6th Grade
	Rs	Rs	Rs	Rs	Rs	Rs
1890 -	1 000	800	700	600	500	—
1900	1 000	900	800	700	600	500
1913	1 200	1 000	900	800	700	—

Assistant Superintendents of Police

	1st Grade	2nd Grade	3rd Grade	Probationers
	Rs	Rs	Rs	Rs
1890	400	300	250	250
1900	400	300	—	250
1913	500	400	300	—

Deputy Superintendents of Police

	1st Grade	2nd Grade	3rd Grade	4th Grade
	Rs	Rs	Rs	Rs
1890	—	—	—	—
1900	—	—	—	—
1913	500	400	300	250

All that the Chief Commissioner wishes to say on this subject is recorded in paragraph 6 of the Note of the 21st April 1913 above referred to

3 **The number of posts in each grade and the provision, if any, made in the cadre for leave and training** —The number of posts in each grade at the present time is as follows —

——	1st Grade	2nd Grade	3rd Grade	4th Grade	5th Grade	Total
Superintendent of Police	1	1	3	3	4	12
Assistant Superintendent of Police	4	4	3	—	—	11
Deputy Superintendent of Police	2	3	3	3	—	11
			Total			34

As regards the provision for leave and training the strength of the cadre is calculated on a formula adopted for the service throughout India and makes adequate allowance for leave and training

4 **What appointments outside the authorised cadre are held, temporarily or otherwise, by officers**

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* *Vide* Appendix XI

of the various services —The appointments outside the authorised cadre held by officers of the police service are —

1 Political Officer Western Section North East Frontier
2 Assistants to the Political Officer Central and Eastern Sections North East Frontier
3 Total

5 Whether any addition is required to the present cadre — Additions will be required for three new posts viz one—a superintendent of a training college one—a superintendent of the Criminal Investigation Department and the other—an assistant superintendent as a second personal assistant to the Inspector General of Police

Proposals for the appointment of these officers are about to be submitted to the Government of India If these appointments are sanctioned the number of assistant and deputy superintendents which is fixed in relation to the number of superior and inferior posts will require modification.

APPENDIX XI

NOTE DATED THE 21ST APRIL 1913 BY THE HON SIR ARCHDALE EARLE K C I E CHIEF COMMISSIONER OF ASSAM RELATING TO THE POLICE DEPARTMENT

A —*The Superior Police Service*

1 *Recruitment for the Superior Police Service* — The Police Commission in paragraphs 67–69 of their Report proposed that no Indian should be allowed to compete for the Superior Police Service in England and as a corollary proposed a provincial service of Deputy Superintendents in India from the ranks of which promotions could be made in selected cases to the superior service These proposals were acccepted

On general grounds a hard and fast distinction between the employment of Europeans and Indians is obviously much to be regretted and I think that it was unfortunate that as the result of the Police Commission s Report an exclusively European service was created with a correspondingly more or less exclusively Indian Service I am strongly of opinion that Indians as well as Europeans should be admitted to the Superior Police Service and would suggest that for the reasons already recorded in detail in the case of the Indian Civil Service the same system of recruitment should be adopted for the Superior Police Service In brief I suggest the recruitment of Europeans to the Superior Police Service in England by examination after nomination and of Indians in India by a similar method The scheme proposed contemplates as in the case of the Indian Civil Service a definite assignment of a certain number of places for Europeans and Indians respectively

2 *Number of Posts in the Superior Police Service to be reserved for Indians* —The number of posts in the superior service to be reserved for Indians is a question which must of course be decided differently for different provinces Special difficulties present themselves in respect of the employment of Indians in superior posts in Assam on account of (1) its large non official European population, (2) its numerous uncivilised border tribes and (3) till recent years the backwardness of its inhabitants in point of education It is essential in the interests of good administration that officers in important posts should be able to deal with the non official European population and the necessary qualifications are seldom found in men who have been locally educated and trained only I think that the difficulty will disappear if as I have proposed a larger number of Indians are recruited direct to the superior service after special training Similarly as regards the uncivilised border tribes special qualifications are required in order to ensure success in dealing with such peoples and hitherto it has been found that Europeans are more successful This difficulty can however I think be surmounted gradually if the proposals which I have made are adopted Lastly it is desirable for many reasons administrative personal and political that officers should usually belong to the province to which they are posted It will not be possible at present to reserve for Indians as large a number of superior posts as in other provinces but I think that a proportion of one eighth or roughly three posts should be reserved it being understood that this proportion must include the provision for promotion to the superior service which will be proposed in connection with locally recruited Indian officers who are not sent to England for training Inasmuch as it is not anticipated at present that more than one post in the superior service could be filled by a locally recruited officer there will ordinarily be in this province two places in the superior service available for Indians recruited direct

3 *Training in England of members of the Superior Police Force* —The training of police officers recruited in England which has been effected in this country has I think been successful In the circumstances I feel some unwillingness to suggest that a training in England should be substituted for the present system After careful consideration however of the subject I have come to the conclusion that it is advisable to make a change It is very necessary in my opinion that the Indian candidates selected for the superior posts should undergo a training in England prior to commencing their work in India Unless this is done I fear that the Indian candidate may not fulfil expectations and that the experiment of appointing Indians direct to the Superior Police Service may receive a set back This training would also I think tend to induce a spirit of *camaraderie* and *esprit de corps* between the European and Indian officers I suggest that at least one year s training should be given in England and I further suggest that this training should be imparted at the special institution which I have proposed in connection with the training of selected candidates for the Indian Civil Service

After one year s training in England all candidates European and Indian should then be put through an additional course of six months training at an institution in India as at present This 18 months training (12 months in England and six in India) would take the place of the present 18 months training in India

4 *Nature of Examinations for the Candidates for the Superior Police Force* —Following the recommendations made by me in the case of the Indian Civil Service, I would let the examination for nominated Europeans remain as at present and devise a separate examination suited to Indian conditions for Indians As proposed in connection with the Indian Civil Service the examination for Indians should be a competition for a fixed number of places for each province among the nominated candidates from each province

5 *Position of Anglo Indians and locally educated Europeans in regard to the Superior Police Force* — Anglo Indians and locally educated Europeans who secure nomination unless statutory natives of India should be made to compete in England with European candidates It is just as important that persons of this class if any are selected should receive a training in England before commencing their work in this country as that selected Indian candidates should receive such a training

6 *Pay of the Superior Police Force* —The present system is a graded one with three grades of Assistant Superintendent of Police on Rs 300 Rs 400 and Rs 500 respectively and five grades of Superintendent of Police on Rs 700 Rs 800 Rs 900 Rs 1 000 and Rs 1 200 respectively A graded system is however only satisfactory when there is an even flow of promotion, and I have ascertained that in the

APPENDIX XI (*continued*)

small province of Assam there will under present circumstances be a complete block of promotion in the future Time scales have now been granted to the Public Works Department the Forest Department and the Finance Department and the pay at present drawn by the superior police compares unfavourably with that drawn by officers of equal standing in those departments This difference instead of diminishing will be accentuated in the future and if the graded system is maintained police officers 12 years hence on a salary of Rs 700 will see their contemporaries in the Public Works Department and Forest Department drawing Rs 1 250 a month police officers drawing Rs 500 a month will see their contemporaries in those departments drawing from Rs 1 000 to Rs 1 150 a month and police officers on Rs 400 a month will see their contemporaries in those departments drawing Rs 900 a month It is probable that if the present system is adhered to some police officers would receive no promotion at all during the next 12 years and that officers with 14 years service to their credit would be drawing only Rs 400 a month I have given the matter my most careful consideration and have come to the conclusion that there is no justification for paying officers of the superior police service at lower rates than those of the Public Works or Forest Departments It is true that the officers of those departments have undergone a special training but against this may be set the fact that the Police Department is entered through the gate of a fairly stiff competitive examination Government is now obtaining a good class of officer for the superior police but it will not continue to do so if it only offers Rs 400 or Rs 500 as a salary after 14 years service In a heavy district the responsibilities of the Superintendent of Police are fully as great as those of the deputy conservator or the executive engineer and any marked divergence of pay is in my opinion inadmissible

The maintenance of the present graded system is bound to lead to the gravest discontent and consequent inefficiency and I accordingly advocate the extension to the police of the time scale sanctioned for the Public Works the Forest and the Finance Departments The ordinary time scale rules would be adopted namely stoppage of increments for unsatisfactory work and conduct and the imposition of a limit to the pay to be drawn by officers not holding superior appointments such as the charge of a district or an equivalent post This limit could conveniently be fixed at Rs 700 a month This is the time scale pay during the ninth year of service and if recruiting is properly adjusted it should be seldom that a qualified officer would not be in charge of a district in his tenth year Provision must also be made for junior officers acting in superior appointments who can reasonably claim some increase of pay to compensate them for increased duties and responsibilities To such officers I would give an allowance of Rs 100 a month subject to the proviso that pay and allowance combined must not exceed Rs 700 per month The special allowances* at present sanctioned for special posts should also be continued

I have carefully considered whether any special provision should be made as regards this province for the loss which members of the superior police force serving in this province will incur owing to the absence of any posts of Deputy Inspector General of Police On the whole and in view of the proposals which I have made for a time scale I do not think that this could be justified at present Where such posts exist they exist on account of a general stress of work and in particular a stress of work devolving upon the Inspector General of Police which does not at present obtain in the case of Assam It is clear however that though Assam will in some respects—notably those of health and amenities—be popular it will not be regarded as a good province from a pecuniary point of view and it may be necessary hereafter to improve prospects further than I have at present suggested I think that this must be left over for future consideration It is quite possible that hereafter at least one Deputy Inspector Generalship will be required

7 *Pension*—A large number of memorials have been submitted by officers of the superior police service requesting that the period of service qualifying for full pension should be reduced to 25 years I am in favour of the request as I consider that a service of 30 years is too long a period to exact as a condition of allowing pension except upon medical certificate The concession would not probably result in any considerable additional expenditure as few officers would probably avail themselves of the privilege It is a privilege however which I think would be valued and tend to aid the recruitment of suitable candidates

8 *Inspector General of Police*—The only other matter to which I have to allude in connection with the superior police service is the question of the appointment of Inspector General of Police Under existing orders local governments have full discretion to fill the post of Inspector General either from the Indian Civil Service or the Indian Police I consider that this appointment should be filled by an officer of that department whenever possible and that only in the event of there being no qualified police officer available, should it go outside the department

B—*Proposals as regards locally recruited Officers corresponding to the present Deputy Superintendents of Police*

1 *Recruitment*—In view of the small number of officers required to hold junior appointments I have carefully considered whether it would not be possible to do away altogether with the service of deputy superintendents of police, and recruit the whole force on the terms proposed in the case of the superior police service I find however that this is not practicable because more officers are actually required to hold junior appointments than could succeed in the ordinary course of promotion to senior charges To recruit for a single service would therefore result in undesirable congestion I propose, accordingly that we should recruit locally for the necessary number of junior posts on a reduced time scale of pay reserving one post in the superior service, as already indicated for the promotion of any qualified officer of the lower service The method of recruitment should, I propose be as at present

2 *Training of Officers of the Local Police Service*—The training of these officers should I suggest, be effected entirely in India, as at present This is desirable other things apart in order to differentiate these officers from Indian officers recruited to the superior service

3 *Pay of locally recruited Officers of the Local Police Service*—In this service I propose a time scale rising from Rs 250 to Rs 700 The present graded service rising from Rs 250 to Rs 500 does not provide adequate prospects for the class of officer whom we require On the other hand, the highest pay available might reasonably be less by Rs 100 than that of the corresponding officers of the executive and educational services The time scale which I propose is Rs 250—$\frac{50}{3}$—400, with two special posts—one of Rs 400—$\frac{100}{4}$—600 and the other of Rs 600—$\frac{100}{4}$—700—reserved for selected officers

4 *Pay proposed for Officers of the Local promoted to the Superior Service*—An officer specially promoted to the superior service should I suggest be given his own pay or the lowest pay of the superior time scale whichever is higher, unless he is promoted to a superior charge,

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	Rs
* Personal Assistant to Inspector General of Police	200
Assistant Superintendent of Police in charge of the Silchar Training School	50
Assistant Superintendent of Police, North Cachar Hills	100
Two Assistant Superintendents of Police, Lushai Hills	100
Assistant Superintendent of Police, Khasi and Jaintia Hills	100
Subdivisional Officer Mokokchang -	100
An Assistant or Deputy Superintendent in charge of a subdivision in Sylhet	25
Superintendent, Railway Police	150

namely that of a superintendent of police in which case he should I suggest begin on Rs 700 a month In either case the officer promoted would subsequent to promotion draw increments *pari passu* with the officers of the superior service Promoted officers should be eligible for any post in the superior service

5 *Position of Anglo Indians or locally educated Europeans in regard to the Local Police Service* — Statutory natives of India only should I suggest be eligible for this service Such nominations should however be given sparingly and only in very special circumstances as the service is intended chiefly for Indians Inspectors of police should as heretofore be eligible for promotion to this service

6 *Status of locally recruited and trained Officers* — In accordance with the views expressed by me else where regarding the desirability of obliterating un necessary distinctions between officers of superior and local services I suggest that these locally recruited and trained officers should in future be termed what they are in effect namely Assistant Superintendents of Police and have the same status as those officers

C —*The Subordinate Police Service*

The pay of head constables and constables will I think have to be raised in this province but this is I presume a matter with which the Public Services Commission will not deal

GENERAL

The Police Department List would according to these proposals consist of three divisions namely —

(1) European officers recruited in England and locally recruited Indians trained in England
(2) Officers recruited and trained in India
(3) The present subordinate service of inspectors sub inspectors &c

The 21st April 1913 A EARLE

APPENDIX XII

MEMORANDUM PREPARED BY THE GOVERNMENT OF MADRAS RELATING TO THE POLICE DEPARTMENT

1 The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory —The present regulations on these matters are contained in Chapters II and III of the Orders of the Madras Police which are reproduced below

Chapter II —Appointment of Superior Officers

6 Appointments in the Indian Police are open to Europeans who are recruited in the following ways —

(1) By appointment in England on the results of a competitive examination

(2) By direct appointment in India by the Governor General in Council on the recommendation of the Local Government

7 The Inspector General should submit an indent for the number of assistant superintendents to be recruited in England not later than the 1st July in each year to the Local Government who will notify their requirements to the Secretary of State through the Government of India

8 Appointments in the provincial service are open to statutory natives of India The appoint of Europeans who are not statutory natives of India is prohibited The prohibition does not extend to European inspectors who are shown to have adopted an Indian domicile The number of European in spectors so appointed should however be strictly proportioned to the recognised European strength in the inspector grade when the scale has been so fixed

NOTE —The expression Native of India is defined in 33 & 34 Vic c 3 section 6 to include " any person born and domiciled within the dominions ' of His Majesty in India of parents habitually ' resident in India and not established there for ' temporary purposes only

9 These officers are styled deputy superintendents and their recruitment is governed by the following rules —

(1) Classes from which recruited—
  (a) Candidates for direct appointment
  (b) Officers of the provincial services of Government other than the police and
  (c) Inspectors of police
(2) Methods of selection—

I *From Class* (*a*) —(i) Candidates will be nominated by a committee appointed by Government the members of which are—

(1) The Chief Secretary to Government (Chairman)
(2) Inspector General of Police
(3) One other gentleman to be appointed from time to time

Nominations made by the committee will be submitted to Government who will make the appointments

(ii) The Government reserve to themselves the power of appointing any qualified candidates

II *From Classes* (*b*) *and* (*c*) —Appointments will be made by Government

One half of the vacancies in the *cadre* will be filled up by selection from class (*c*)

10 The following are the qualifications required from candidates for direct appointments in the provincial service —

(*a*) That they should be statutory natives of India
(*b*) That they are of good character
(*c*) That they are graduates of a recognised university
(*d*) That they are of sound health good physique and active habits and free from any organic defect or bodily infirmity
(*e*) That they are not less than 5 feet 5 inches in height and 32 inches round the chest and
(*f*) That they are not under 21 nor over 24 years of age

11 All deputy superintendents will be on probation for two years and until they have passed the prescribed examinations

Chapter III —Training of Superior Officers

12 Assistant superintendents whether appointed in England or in India will be on probation Until confirmed they will draw pay at the rate of Rs 300 per mensem and whilst undergoing instruction in the provincial training school will be granted free quarters or a house rent allowance of Rs 25 per mensem

13 After joining their appointments probationary assistant superintendents shall be attached to the provincial training school at Vellore for instruction The subjects to be taught are drill plan drawing the taking of finger prints law departmental orders and vernacular languages They will be examined once a month in the last three subjects and a statement of the marks obtained will be sent to the Deputy Inspector General Those who have not obtained a certificate of proficiency in riding from the Civil Service Commissioners in England will practice riding with a view to passing the equitation test They will submit to the principal of the school weekly reports of their daily work The principal will forward to the Deputy Inspector General such of these reports as he considers necessary The Deputy Inspector General will submit the weekly reports which he receives from the principal to the Inspector General with his remarks and will keep the Inspector General constantly in formed of the progress made by the probationary assistant superintendents attached to the school The period which each officer shall spend at the school will ordinarily be one year but this period may be increased at the discretion of the Inspector General

14 Upon the completion of their training at the school probationary assistant superintendents will be posted to districts to learn their work practically

APPENDIX XII (*continued*)

They will be placed directly under the district superintendent who will be held responsible for having them trained in every branch of their work The superintendent shall see that the probationer is thoroughly instructed in the routine of the headquarter office and shall take him on tour showing him how to inspect stations and investigate cases The assistant superintendent will send in a weekly report which will be submitted to the Inspector General The probationer will also do duty as inspector in charge of a circle for a period of at least three months

15 After a probationary assistant superintendent has shown himself capable of taking charge of a sub division he may be posted to the charge of one

16 While at the training school deputy superintendents selected from class (*a*) will be given an allowance of Rs 100 a month and those selected from class (*b*) will draw the pay of the grade to which they are appointed or the pay of their substantive appointment whichever is less subject to a minimum of Rs 100 Deputy superintendents will be granted free quarters or a house rent allowance of Rs 20 per mensem whilst at the training school

17 —(1) Deputy superintendents selected from classes (*a*) and (*b*) should be sent to the provincial training school at the beginning of January or July and should be under training there for a minimum period of one year They will receive the same instruction as probationary assistant superintendents They will then be posted to districts to be trained under district superintendents upon the same lines as assistant superintendents with in the case of officers appointed from class (*b*) such modifications as their previous official experience may dictate

(2) The Inspector General of Police is accorded discretion to send out to districts for practical training after one year at the school any deputy superintendents who have passed in all the law subjects but not necessarily in Police Orders have completed their drill course and passed in riding In the event of any deputy superintendent being unavoidably prevented from appearing for any paper in the examination the Inspector General of Police may allow him to leave the school on the above conditions provided that he has passed in all the subjects except Police Orders for which he has appeared

(3) Upon being posted to districts they will draw the pay of the grade to which appointed

18 The principal Provincial Training School, Vellore and Superintendents of Police shall submit a confidential report half yearly—not later than 1st March and 1st September—on the progress and conduct of every probationary officer both of the Imperial and Provincial services under training

12 During the annual recess at the training school probationary assistant and deputy superintendents will be sent to districts where their studies shall be supervised by the superintendents

These regulations are considered satisfactory

2 **The rates of pay and allowances in force in 1890 and 1900, and at the present time, and whether the present rates of pay and allowances are satisfactory**—The statements below show the rates of pay and allowances on the dates required

PART I—RATES OF PAY

Imperial Service Officers

—	On 1st April 1890		On 1st April 1900		On 1st April 1913	
	No	Rate	No	Rate	No	Rate
		Rs		Rs		Rs
Inspector General of Police	1	2 500	1	2 500	1	2 500–100–3 000
Commissioner of Police	1	1 500	1	1 500		
Deputy Inspector General of Police—						
1st grade	2	1 200	1	1 400	2	1 800
2nd			1	1 300	3	1 500
3rd			1	1,200		
Assistant Inspector General Deputy Commissioner of Police	Graded as district superintendent of police		Graded as district Superintendent of police		Graded as district superintendent of police	
District superintendents—						
1st grade	2	1 000	2	1 000	2	1 200
2nd	5	800	3	900	5	1 000
3rd	8	700	5	800	9	900
4th	10	600	8	700	8	800
5th	—	—	8	600	10	700
Assistant superintendents—						
1st grade	6	500	6	500	14	500
2nd	8	400	5	450	14	400
3rd	7	350	5	400	8	300
4th	—	—	6	350	—	—
			12 probationers on Rs 300			

Provincial Service Officers

Assistant Commissioner of Police	1	350	1	350	Graded as Deputy superintendent	
Deputy superintendents—						
1st grade	—	—	—	—	8	500
2nd	—	—	—	—	12	400
3rd	—	—	—	—	10	300
4th	—	—	—	—	10	250

PART II

Local Allowances

Name of Appointment	On 1st April 1890	On 1st April 1900	On 1st April 1913
	Rs	Rs	Rs
Assistant Inspector General of Police	100 (Presidency Allowance)	200	200
Superintendent of Police Bangalore	—	100	100
Superintendent of Police Jeypore	100	100	100
Superintendent of Police Trichinopoly	100	100	100
Superintendent Government Railway Police Madras	—	—	150
Superintendent Government Railway Police Trichinopoly	—	—	150
Deputy Commissioner of Police Madras, Northern Range	—	—	100
Deputy Commissioner of Police Madras Southern Range	—	—	100
Principal Provincial Training School	—	—	100
Assistant to Deputy Inspector General Criminal Investigation Department	—	—	100
Assistant superintendent of police Coorg	—	—	100
Assistant superintendent of police Ganjam	100	100	100
Assistant superintendent of police Jeypore	100	100	100
Assistant superintendent of police Bhadrachalam	—	—	100
Assistant superintendent, Railway Police Madras	—	—	100
Assistant superintendent Railway Police Trichinopoly	—	—	100

PART III

Travelling Allowances

The Government consider that the present scales of pay and allowances are suitable excepting only the allowances payable in respect of journeys on transfer As regards these the Government have addressed the Government of India for an amendment of Article 1094 of the Civil Service Regulations * so as to allow for a refund of the following items of expenditure incurred by officers on transfer —

Salary of Officer after Transfer	Railway Fares for himself and family	Number of Servants whose fares by the lowest class will be paid by Government	Weight of Luggage for the conveyance of which by goods train or cargo steamer Government will pay	Number of Horses for the conveyance of which Government will pay
I. Officers on less than Rs 500	4	3†	15‡	One horse
II. Officers on Rs 500 and less than Rs 1 500			30‡	Two horses
III Officers on Rs 1 500 and above			40‡	

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* This article is reproduced below for convenience of reference —

1094 An officer is entitled to travelling allowances at the rates prescribed in Chapter LII for a journey on transfer from one station to another if he is transferred for the public convenience, and not at his own request or in consequence of misconduct and if he is entitled to pay or salary during the time occupied in such journey Inferior servants should not be transferred save in exceptional cases in which there may be special reasons for a transfer

Exceptions —1 Police officers below the rank of assistant superintendent transferred from one station to another in the same district are not entitled to travelling allowance except for journeys by rail or steamer but may be allowed the actual cost of conveyance of their necessary baggage In Burma such officers when so transferred are however, allowed their actual expenses for journeys by boat on production of a certificate from the district superintendent that this is the ordinary mode of travelling for persons of their class and that the amount charged is reasonable

2 In the United Provinces. Tahsildars and Revenue and Judicial ministerial officers in superior service transferred from one tahsil to another or to or from the district head quarters (sadar) station from or to a tahsil in the same district are allowed actual expenses not exceeding the allowances admissible under Chapter LII

NOTE 1 —[Officers of the Forest Department whether belonging to the superior or to the subordinate staff, deputed to attend the annual course of instruction at the Forest School at Dehra Dun or the Burma Vernacular Forest School members of the subordinate police force in the United Provinces selected for training at the Police Training School and hospital apprentices and medical pupils attending under orders a medical school or college are considered to be transferred for the public convenience from one station to another but may not be granted except in the case of Burman students deputed to the Forest School at Tharrawaddy travelling allowance for their families under Article 1098]

NOTE 2 —[Sub Registrars in Sind who are remunerated entirely by fees are entitled travelling allowances when on public grounds they are transferred from one station to another]

† With one syce and one grass cutter for each horse if necessary

A servant making a journey ten days on either side of the date of arrival of the officer at his new station may be included in the maximum number of servants for whom fares are recoverable

‡ Officers who maintain tents may draw in addition to the cost of the carriage of ordinary luggage the cost of carriage of tents within the limits already fixed for the purpose of Article 1000 of the Civil Service Regulations

APPENDIX XII (*continued*)

The Governor in Council has not yet learnt what orders have been passed on this recommendation

The following statement shows the rates of travelling allowance admissible to gazetted police officers of each class according to the rules in force on 1st April 1890 1st April 1900 and 1st April 1913 —

Class of Officers	1st April 1890			1st April 1900			1st April 1913		
	Daily Allowance	Mileage	Railway Fare	Daily Allowance	Mileage	Railway Fare	Daily Allowance	Mileage	Railway Fare
	Rs			Rs			Rs		
Inspector General	10	As 8 per mile	Double first class	10	As 8 per mile	Double first class	10	As 8 per mile	Double first class
Deputy Inspector General	6			6			6		
District superintendent of police	5			5			5		
Assistant superintendent of police	4			4			4		
Deputy superintendent of police	—	—	—	—	—	—	3	As 4 per mile	Double second class

NOTE —The rate for journeys by sea or river are not included, as gazetted officers of this department in this Presidency very rarely perform such journeys on duty

3 **The number of posts in each grade, and the provision, if any, made in the cadre for leave and training** —The number of posts in each class and grade of the Imperial and Provincial Services with the pay attached thereto is shown in the last two columns of Part I of the statement given under clause (ii) above Of the superior posts in the Indian Police Service 43 3 per cent has been included in the cadre for the purposes of leave and training This represents a leave reserve of 24 per cent for the whole Imperial Service 14 per cent of the number of deputy superintendents has been added to the sub inspectors reserve to form a leave reserve for the deputy superintendents

4 **What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services** —Two officers of the Indian Police Service recruited for this province are at present holding appointments not included in the authorised cadre as shown below —

Name of Officer	Permanent appointment held by him	Present temporary Appointment
Mr I E David	Superintendent (3rd grade)	Inspector General of Police Ceylon
Mr F S S George	Superintendent (3rd grade)	Commissioner of Police Travancore

5 **Whether any addition is required to the present cadre** —None

APPENDIX XIII

MEMORANDUM PREPARED BY THE GOVERNMENT OF BOMBAY RELATING TO THE POLICE DEPARTMENT

IMPERIAL POLICE SERVICE

1 **The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory** —Consequent on the recommendations of the Police Commission of 1902-1903 from the year 1906 the recruitment of the European service has been by competitive examination in England The age limit for candidates is above 19 and under 21 years Those candidates who are successful in the literary examination are required to undergo a strict examination by a Medical Board at the India Office The Secretary of State nominates as probationers such competitors as attain the highest aggregate of marks Selected candidates are examined as to their ability to ride On arrival in India probationers receive an initial salary of Rs 300 a month and are required to qualify by passing the necessary Departmental Examinations within two years of their arrival in India A probationer who fails to pass the prescribed examinations within two years or is found unfit for police duties is liable to removal from the service but under certain circumstances Government allow an additional year The Governor General in Council also reserves to himself the power to appoint a domiciled European as a 3rd Grade Assistant Superintendent of Police on Rs 300 in exceptional cases on the special recommendation of a Local Government subject to the condition that the candidate put forward has attained an adequate standard of educational qualifications

Probationary Assistant Superintendents appointed in England are on their arrival in India ordinarily attached at first to the Central Police Training School. No Probationary Assistant Superintendent is confirmed in a substantive appointment in the police until he has satisfied certain tests in such one of the vernacular languages of the Presidency as may be prescribed by the Inspector General of Police Lower and Higher Standard Law Examinations drill equitation (provided that probationers who receive a certificate from the Civil Service Commissioners that they are able to ride well and perform journeys on horseback will not be further examined in equitation) and practical aptitude for police duties On being declared to have satisfied the tests the probationer is confirmed in the department and ordinarily posted to a district The seniority of Assistant Superintendents is in all ordinary cases regulated by the order in which they pass the Departmental Examinations The examination in the vernacular is of the same nature and degree of difficulty as that which Assistant Collectors are required to pass The discretionary powers of Government in special cases and the rules regarding qualification in the vernaculars remain unchanged

Regulations as to recruitment training and probations now in force are satisfactory The Governor in Council is however of opinion that promotions should be permitted from the Provincial to the Imperial Service in exceptional cases and that the power to make such promotions which should be limited in number should be vested in the Local Government

2 The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rate of pay and allowances are satisfactory —Please see the statement below

Except for (i) the Commissioner of Police Bombay whose present salary of Rs 1 800 a month is inadequate in view of the remuneration given to Deputy Inspectors General and (ii) the Deputy Commissioners of Police Bombay the present rates of pay are ample The Governor in Council is of opinion that the Commissioner of Police Bombay should have a salary of Rs 2 500 a month and the Deputy Commissioners of Police Bombay should have local allowances of Rs 150 instead of Rs 100 a month each

The pay of the appointment of the Inspector General of Police was fixed at Rs 2 500–100–3 000 in 1905 in accordance with the recommendation of the Police Commission Experience however tends to show that an incremental salary is open to objection. One of the objects in attaching this kind of salary to the post was to ensure that a member of the Indian Civil Service if appointed would find it worth while to remain in the appointment for an extended period Only a senior officer is however likely to be appointed and he would probably be qualified for a commissionership before he reached the maximum and he would be likely to prefer a commissionership to the appointment of Inspector General of Police Moreover there are objections to an incremental salary on other grounds As the rate stands at present a police officer appointed to the post must serve five years before he can attain the maximum and he might reasonably expect to draw the maximum for some years before retirement As a rule however a police officer would be due to retire before he could have the benefit of the maximum rate of pay for any extended period and consideration of his claim for extensions of service beyond the normal age of retirement may be embarrassed by this fact The present Inspector General of Police has served for 6½ years in that capacity but will only reach the maximum pay in February next

The Governor in Council considers that a fixed rate of salary would be more suitable for this post and he would propose that the rate should be Rs 2 750 or Rs 3 000

Rates of Pay and Allowances in force in* 1890 *and* 1900 *and on* 1st *April* 1913 *respectively

In 1890

Designation and Grade	Pay	Allowances.
	Rs	Rs
Inspector General of Police	1 800	200 travelling allowance 30 tentage
Commissioner of Police Bombay	1 700	300 house rent
Deputy Commissioner of Police Bombay	800	150 house rent
Superintendents of police		
1st grade	1 000	200 permanent travelling allowance
2nd grade	800	150
3rd grade	700	150
4th grade	600	150
5th grade	500	150

Note —(1) One 1st grade Superintendent of Police at Satara (Lieutenant Colonel G H F Codrington) also drew Rs 200 per mensem as a personal allowance

(2) One Superintendent of Police (Assistant to the Inspector General of Police) drew Rs 100 per mensem as personal allowance and drew no permanent travelling allowance

(3) The District Superintendents of Police Shikapur and Upper Sind Frontier, also drew Rs 100 per mensem as Sind allowance

Designation and Grade	Pay	Allowances.
Assistant superintendents of police	Rs	
1st grade	400	
2nd grade	300	
Probationers		
(*a*)	250	
(*b*)	*200	

* (*i.e* Rs 200 per mensem on first appointment and the higher pay of Rs 250 on passing the Lower Standard Examination

Note —(1) One Assistant Superintendent of Police (at Karachi) drew a horse allowance of Rs 50 per mensem

(2) The Assistant Superintendents of Police Khandesh Ahmedabad and Thana drew a permanent travelling allowance of Rs 150 per mensem

In 1900

Designation and Grade	Pay	Allowances
	Rs	Rs
Inspector General of Police	1 800	200 travelling allowance 30 tentage
Commissioner of Police Bombay	1 800	200 house rent
Deputy Commissioner of Police Bombay	1 000 (superintendents grade)	150 75 local allowance
Superintendents of police		
1st grade	1 000	200 travelling allowance
2nd grade	800	150
3rd grade	700	150
4th grade	600	150
5th grade	500	150

Note —(1) The Superintendent of Police B B and C I Railway drew Rs 200 as local allowance but no permanent travelling allowance

(2) The Superintendent of Police G I P Railway drew Rs 100 as house rent but no permanent travelling allowance

(3) The Superintendent of Police attached to the Secretariat drew Rs 200 as local allowance but no permanent travelling allowance

(4) The assistant to the Inspector General of Police drew Rs 100 as local allowance but no permanent travelling allowance

(5) The Superintendent of Police Kathiawar drew Rs 150 as local allowance in addition to his permanent travelling allowance

(6) The Superintendent of Police Shikarpur drew a Sind allowance of Rs 100 in addition to his travelling allowance

Designation and Grade	Pay	Allowances
Assistant superintendents of police	Rs	Rs
1st grade	400	150 *travelling allowance
2nd grade	350	150 *
3rd grade	300	150 *
Probationer	250	

* This was admissible to two assistants in Khandesh one assistant at Ahmedabad one assistant at Thana one assistant in Kathiawar and one assistant at Thar and Parkar or Upper Sind Frontier

Appendix XIII (*continued*)

Note —(1) One Assistant Superintendent B B and C I Railway drew Rs 100 as personal allowance and one drew Rs 100 as house rent but neither drew permanent travelling allowance

(2) The Assistant Superintendent Khandesh drew Rs 100 as personal allowance in addition to his permanent travelling allowance

(3) The Assistant Superintendent Karachi drew Rs 50 as conveyance allowance but no permanent travelling allowance

(4) The Assistant Superintendent Upper Sind Frontier drew a Sind allowance of Rs 100 in addition to his travelling allowance

In 1913

Designation and Grade	Pay	Allowances
	Rs	
Inspector General of Police	2 500 -100- 3 000	Travelling allowance under the rules in the Civil Service Regulations
Commissioner of Police	1 800	With free quarters
Deputy Inspectors General	1 800	Travelling allowance admissible under the rules in the Civil Service Regulations
,	1 500	,
Superintendents of police		
1st grade	1 200	,
2nd grade	1 000	, ,
3rd grade	900	,
4th grade	800	,
5th grade	700	,

Note —(1) One Superintendent of Police (assistant to the Inspector General of Police) draws Rs 200 local allowance

(2) The Superintendents of Police (i) G I P and M and S M Railways (ii) Sind Railways and (iii) B B and C I Railway draw Rs 150 railway allowance The last officer if married and his wife is with him in India also draws house rent allowance under special rules applicable to Bombay city

(3) The two Deputy Commissioners of Police Bombay each draw Rs 100 as local allowance and Rs 75 as conveyance allowance

(4) The Superintendent of Police, Kathiawar draws Rs 150 local allowance

(5) One Superintendent of Police (personal assistant to the Deputy Inspector General of Police Criminal Investigation Department), draws Rs 100 local allowance

(6) The Principal Police Training School draws Rs 100 local allowance

(7) The Superintendents of Police (i) Upper Sind Frontier (ii) Sukkur (iii) Larkana and (iv) Thar and Parkar each draw Rs 100 Sind allowance

(8) The Superintendent of Police, Karachi, draws Rs 50 conveyance allowance

Designation and Grade	Pay	Allowances
Assistant superintendents of police	Rs	
1st grade	500	Travelling allowance under the rules in the Civil Service Regulations
2nd grade	400	,
3rd grade (including probationers)	300	,,

Note —(1) The Assistant Superintendent of Police G I P and M and S M Railways draw Rs 100 as railway allowance

(2) The Assistant Superintendents of Police Karachi Poona and Ahmedabad each draw Rs 50 as conveyance allowance

3 The number of posts in each grade and the provision, if any, made in the cadre for leave and training —The number of posts in each grade on the 1st April 1913 was as follows —

Designation and Grade	Pay	Number
	Rs	
Inspector General of Police	2 500 -100- 3 000	1
Commissioner of Police Bombay	1 800	1
Deputy Inspectors General	1 800	2
	1 500	2
Superintendents of Police		
1st grade	1 200	2
2nd grade	1 000	5
3rd grade	900	9
4th grade	800	9
5th grade	700	10
Assistant Superintendents of Police		
1st grade	500	13
2nd grade	400	14
3rd grade	300	6

Remark —As regards the latter portion of item (iii) (the provision if any made in the cadre for leave and training) it has been decided by the Government of India on the recommendation of the Police Commission that of the total number of assistants posts the proportion of which is 77 3 per cent of the total number of superior appointments 43 98 per cent will be available for duty as assistant superintendents of police the remainder being either under training or officiating as superintendents (*vide* paragraph 191 of the Police Commission s Report page 134 and paragraph 5 of the Government of India letter, No 288 dated the 31st March 1905) Though the word leave does not appear in the Government of India letter quoted above it is presumed that under training or officiating as superintendents ' covers leave and deputation appointments There are in all 33 assistants appointments 43 98 per cent of 33 comes to 14 51 So 14 units are available for assistants duties and the remainder (19) for training and officiating purpose

4 What appointments outside the authorised cadre are held temporarily or otherwise by officers of the Imperial Police Service —The appointments outside the authorised cadre at present held by the officers of the police are as follows —

Imperial Service	Temporary Appointment held
Mr F A M H Vincent	Deputy Director of Criminal Intelligence Simla
Khan Bahadur R H Kotwal	Commissioner of Police, Cutch State
Mr J A Wallinger	On special duty under the Government of India
Mr I C Boyd	Superintendent of Police, Junagadh State
Mr F G Collett	Chief Police Officer Sawantwadi State

5 Whether any addition is required in the present cadre—Imperial and Provincial Police Services - The strength of the police has only recently been raised but already there are signs that before long an increase in the cadre of both branches will become necessary In the Imperial Branch an increase in the cadre for Sind is already needed A new district has been formed and though specifically provided with a superintendent the needs of Sind for assistant superintendents have not as yet been fully met Proposals to this end will soon be formulated

APPENDIX XIII (*continued*)

Provincial Police Service

1 Present regulations as to recruitment, probation and training—They have been sufficiently dealt with in paragraphs 12 and 13 of the Memorandum on the Police Department in the Bombay Presidency The regulations appear to be satisfactory excepting that greater latitude should be allowed in promotions from Provincial to Imperial These promotions should be limited in number and absolutely at the discretion of the Local Government

2 The rates of pay and allowances in force in 1890, 1900 and 1913—The Provincial Service only came into being in 1906 The pay and allowances are as follows —

Designation and Grade	Pay	Allowances
Deputy superintendents of police	Rs	
1st grade -	500	Travelling allowance under the rules in the Civil Service Regulations
2nd grade	400	
3rd grade	300	,
4th grade -	250	,

Note—(1) The Deputy Superintendent of Police Aden draws Rs 60 as conveyance allowance and Rs 100 as local allowance

3 The number of posts in each grade and the provision, if any, made in the cadre for leave and training—The number of posts in each grade on the 1st April 1913 was as follows —

Designation and Grade	Pay	Number
Deputy superintendents of police —	Rs	
1st grade -	500	7
2nd grade	400	10
3rd grade	300	9
4th grade	250	9

The provision for leave and training in the case of deputy superintendents is included in the 14 per cent reserve of sub inspectors which is calculated on the working strength of sub inspectors inspectors and deputy superintendents

4 What appointments outside the authorised cadre are held temporarily or otherwise by officers of the Provincial Police Service?—The appointments outside the authorised cadre at present held by the officers of the police are as follows —

Provincial Service	Temporary Appointment held
Mr Pherozshah Manekji	Superintendent of Police Gondal State
Mr R H Page	Deputy Superintendent of Police under the Director of Criminal Intelligence Simla

APPENDIX XIV

MEMORANDUM PREPARED BY THE ADMINISTRATION OF THE CENTRAL PROVINCES AND BERAR RELATING TO THE POLICE DEPARTMENT

1 The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory

(*a*) INDIAN POLICE

Recruitment—Officers are appointed to the Indian police by competitive examination held in England and in exceptional cases by nomination by the Governor General in Council of persons resident in India

Training and Probation—Probationary assistant superintendents are attached to districts for training during their two years probation This has been found to work better in practice than sending them to the Provincial Training School where candidates for the provincial and subordinate services are trained During this period they have to pass departmental examinations in law and procedure and in the vernaculars before they are given promotion Their practical instruction includes the charge of the head quarter s lines the district superintendent s office a station house and a circle and their departmental examination curriculum includes a practical test based on the actual work done in the course of their training

(*b*) PROVINCIAL POLICE

Recruitment — Deputy superintendents are appointed by the Chief Commissioner on the recommendation of the Inspector General of Police and are recruited (i) from inspectors of police (ii) from officers serving in other Government departments and (iii) by direct appointment of probationers

Not less than half the vacancies are to be filled by promotion of inspectors

Training and Probation—A deputy superintendent promoted from the rank of police inspector is required to pass the departmental examinations prescribed for assistant superintendents unless exempted by the Chief Commissioner Deputy superintendents who are appointed direct or from other departments are on probation for two years and are ordinarily posted to the Police Training School for the first year of that period The second year of their probation is spent in a district in practical training under an experienced district superintendent They must also pass the departmental examinations within two years of appointment

(*c*) REMARKS

The present regulations as to recruitment training and probation for both branches of the Police Department are in the Chief Commissioner s opinion satisfactory

In view of the nature of the duties attaching to the head of the police force of a district we must depend on European recruitment for the Indian Police Promotion from the provincial service is and must remain distinctly limited

2 The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rate of pay and allowances are satisfactory

(*a*) INDIAN POLICE

(i) *Inspector General*—The pay of the post of Inspector General when held by an officer of the Indian Police was Rs 1 800 up to 1908 with effect from 1908 the pay was fixed provisionally at Rs 2 000 for an officer of the Indian Police temporarily holding the appointment Previous to 1903 the pay of the appointment when held by a member of the Central Provinces Commission was Rs 1 800 with effect from 1903 it was provisionally fixed at Rs 2 250 the pay of a deputy commissioner of the first class In 1905 it was decided that the post should carry the grade pay of a deputy commissioner and a local allowance of Rs 450 subject to a maximum of Rs 2 500 The appointment is open to an officer either of the Police or of the Indian Civil Service and the rate of pay has recently been fixed at Rs 2 250–100–2 750

(ii) *Deputy Inspectors General*—Since 1906 there have been two Deputy Inspectors General of Police one drawing Rs 1 800 per mensem and the other Rs 1 500 per mensem

Appendix XIV (*continued*)

(iii) *District Superintendents and Assistant District Superintendents* —The rates of pay of superintendents and assistant superintendents for the years mentioned are as follows —

District Superintendents

—	1890-1900	1913
	Rs	Rs
1st class	1 000	1 200
2nd class	800	1 000
3rd class	700	900
4th class	600	800
5th class	500	700

Assistant District Superintendents

—	1890	1900	1913
	Rs	Rs	Rs
1st grade	300	350	500
2nd grade	250	300	400
3rd grade or probationers	—	250	300

NOTE —In 1890 officiating assistant superintendents drew Rs 200 per mensem allowances In Berar in 1890 and 1900 assistant superintendents 1st grade drew Rs 400 and 2nd grade Rs 300

(*b*) PROVINCIAL POLICE

Prior to 1906 there was no Provincial Service Officers who would now belong to the Provincial Service were appointed to the gazetted rank of Assistant Superintendent in what was called the B division and some of these officers rose to the rank of District Superintendent The Provincial Service proper was constituted in 1906 and its pay is as follows —

Grade	Pay
	Rs
1st grade	500
2nd grade	400
3rd grade	300
4th grade	250

One permanent post of superintendent has been given to a promoted officer of the Provincial Service and one officiating post is held by a deputy superintendent The rates of pay for superintendents appointed from the Provincial Service are—

Class	Pay
	Rs
2nd class	900
3rd	800
4th „	700
5th	600

NOTE —The first class is reserved for officers of the Indian Police

Allowances —In 1900 an allowance of Rs 250 per mensem was attached to the post of personal assistant to the Inspector General

In 1913 local allowances are drawn as follows —

Superintendents

	Rs
Assistant to Inspector General in charge of the C I D	200
Superintendent Government Railway Police	150
Principal Police Officers Training School	100
Assistant to Inspector General in charge of Special Branch	100

Assistant or Deputy Superintendent

	Rs
Two Assistant Superintendents, Railway Police	100

(*c*) REMARKS

As the Indian Police has only lately been reorganised and the constitution of the Provincial Police is also of an equally recent date Sir Benjamin Robertson thinks that for neither branch of the service is there at present any case for a revision of the scale of pay and allowances which he considers generally suitable

A suggestion has indeed been put forward on behalf of the Indian Police Service that a time scale of pay might be adopted on the lines of that obtaining in the Forest Service Doubtless there is a good deal to be said for the introduction of a time scale but the Chief Commissioner is not prepared to urge the consideration of this question in view of the reorganisation of the Police Department so recently as 1906

As regards allowances Sir Benjamin Robertson thinks that assistant superintendents in charge of outlying sub divisions of which there are three at present should be given an allowance of Rs 100 as these sub divisions not only constitute charges almost as heavy and responsible as some of the smaller districts but they have to be held by senior assistant superintendents of police who have a near prospect of officiating in a district charge and it not infrequently happens in practice that these assistants are not allowed to take advantage of officiating vacancies because their sub divisions are too important to allow of constant changes of tenure and demand continuity of administration to ensure successful police working Proposals for these allowances have already been submitted to the Government of India

Sir Benjamin Robertson recommends that in view of the exacting nature of the duties required by police officers the period of service in both the Indian and Provincial branches to qualify for superannuation on full pension should be fixed at 25 years

As already remarked promotion from the Provincial Service to the rank of district superintendent must remain limited But the Chief Commissioner considers that the number of promotions at present fixed at 5 per cent can be gradually increased as the Provincial Service develops

3 The number of posts in each grade and the provision, if any, made in the cadre for leave and training

(*a*) INDIAN POLICE

Post	No	Pay per Mensem
		Rs
Inspector General of Police	1	2 250—100—2 750 (tenable by an officer of Indian Civil Service or Police)
		Rs
Deputy Inspector General of Police	1	1 800
	1	1,500
Superintendents—		
1st class	1	1 200
2nd	5	1 000
3rd	7	900
4th	7	800
5th ,	7	700
Total	27	
Assistant Superintendents—		
1st class	10	500
2nd	10	400
3rd	4	300
Total	24	

APPENDIX XIV (*continued*)

Provision for Leave and Training —The provision for leave and training in the cadre of the Indian Police is that laid down in the orders applicable to the whole of India viz 43 3 per cent The strength of the cadre is calculated as follows —

1	Superior posts *i e* Inspector General Deputy Inspectors General and Superintendents	30
2	Deputations	1
3	Percentage for Assistant Superintendents charges at 34 per cent leave and training at 43 3 per cent total 77 3 per cent	24
	Total	55

(*b*) PROVINCIAL POLICE

One post of district superintendent may at present be held by an officer of the Provincial Service One deputy superintendent has been promoted permanently to the rank of superintendent while another is officiating in that rank The number of deputy superintendents sanctioned in each grade is—

Post.	Number	Pay per Mensem
		Rs
1st grade	4	500
2nd	5	400
3rd	4	300
4th	5	250
Total	18	

No provision for leave and training is made in the cadre of deputy superintendents

4 What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various services —The following officers of the Indian Police in these provinces are holding appointments outside the authorised cadre —

1 Mr Hankin Inspector General of Police Hyderabad State

2 Mr Crawford Superintendent Railway Police Hyderabad State

3 Mr Morony Inspector General of Police Indore State

Of these posts the first and third are special deputations on foreign service The second is a seconded post which is reserved for the Central Provinces Police and recruited for in that cadre

NOTE —The post of Superintendent of the Residency Bazars and Cantonment Police Secunderabad is included in the cadre of the Central Provinces Police

Of the Provincial Police Khan Bahadur Muhammad Sarwar is on deputation as Inspector General of Police Bhopal State

5 Whether any addition is required to the present cadre —The Chief Commissioner does not consider that any addition to either cadre is necessary a present

APPENDIX XV

STATEMENTS, with DETAILS by PROVINCES, of the CIVIL APPOINTMENTS on Rs 200 a Month and over held by EUROPEANS, ANGLO-INDIANS, and INDIANS on the 1st April 1913, in the POLICE DEPARTMENT

TOTAL STATEMENT

Pay	Number of Employés in each Grade or Class															
	Total	Europeans	Anglo Indians	Hindus (including Sikhs and Parsis)										Muhammadans	Indian Christians	Buddhists
				Brahmans (including Shenvis)	Kshatriyas	Kayasthas (including Prabhus)	Baniyas and Vaisyas	Sudras	Other Hindus (*i e*, other than those shown in cols 5 to 9)	Total Hindus (cols 5 to 10)	Sikhs	Parsis	Total Hindus Sikhs and Parsis (cols 11 to 13)			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs																
200—300	481	109	51	73	21	27	17	3	39	180	5	4	189	102	3	27
300—400	148	89	7	14	4	2	—	1	5	26	—	3	29	18	1	4
400—500	194	135	10	12	1	1	4	—	4	22	2	1	25	19	—	5
500—600	159	125	14	3	1	2	—	—	3	9	—	—	9	8	—	3
600—700	9	8	—	1	—	—	—	—	—	1	—	—	1	—	—	—
700—800	98	93	1	3	—	—	—	—	—	3	—	—	3	1	—	—
800—900	82	79	1	—	—	—	—	—	—	—	—	—	—	1	—	1
900—1 000	81	79	1	1	—	—	—	—	—	1	—	—	1	—	—	—
1 000—1 200	49	48	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	17	17	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	17	16	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	17	17	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 000—2 500	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 590—3 000	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	1,358	821	87	107	27	32	21	4	51	242	7	8	257	149	4	40

Appendix XV (*continued*)

Details by Provinces

I—*Madras*

Pay	Number of Employés in each Grade or Class			Hindus (including Sikhs and Parsis)												
	Total	Europeans	Anglo Indians	Brahmans (including Shenvis)	Kshatryas	Kayasthas (including Prabhus)	Banijas and Vaisyas	Sudras	Other Hindus (i e, other than those shown in cols 5 to 9)	Total Hindus (cols 5 to 10)	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis (cols 11 to 13)	Muhammadans	Indian Christians	Buddhists
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs																
200—300	75	10	5	24	1	—	—	—	25	50	—	—	50	9	1	—
300—400	23	13	—	5	—	—	—	—	2	7	—	—	7	2	1	—
400—500	26	15	1	5	1	—	—	—	3	9	—	—	9	1	—	—
500—600	22	13	3	3	—	—	—	—	2	5	—	—	5	1	—	—
700—800	10	9	—	1	—	—	—	—	—	1	—	—	1	—	—	—
800—900	8	7	—	—	—	—	—	—	—	—	—	—	—	1	—	—
900—1 000	9	9	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	185	88	9	38	2	—	—	—	32	72	—	—	72	14	2	—

II.—*Bombay*

Pay	Total	Europeans	Anglo Indians	Brahmans (including Shenvis)	Kshatryas	Kayasthas (including Prabhus)	Banijas and Vaisyas	Sudras	Other Hindus	Total Hindus	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis	Muhammadans	Indian Christians	Buddhists
Rs																
200—300	77	31	5	13	7	1	1	—	4	26	—	4	30	11	—	—
300—400	23	14	1	3	—	—	—	—	—	3	—	3	6	2	—	—
400—500	32	22	1	3	—	—	2	—	—	5	—	—	5	4	—	—
500—600	20	16	3	—	—	—	—	—	—	—	—	—	—	1	—	—
700—800	9	8	—	1	—	—	—	—	—	1	—	—	1	—	—	—
800—900	8	7	1	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	9	9	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	2	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 600—3 000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	191	119	12	20	7	1	3	—	4	35	—	7	42	18	—	—

III—*Bengal*

Pay	Total	Europeans	Anglo Indians	Brahmans (including Shenvis)	Kshatryas	Kayasthas (including Prabhus)	Banijas and Vaisyas	Sudras	Other Hindus	Total Hindus	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis	Muhammadans	Indian Christians	Buddhists
Rs																
200—300	71	6	10	16	2	16	1	3	7	45	—	—	45	10	—	—
300—400	17	11	1	1	—	—	—	1	2	4	—	—	4	1	—	—
400—500	19	17	—	—	—	—	—	—	—	—	—	—	—	2	—	—
500—600	18	17	—	—	—	1	—	—	—	1	—	—	1	—	—	—
600—700	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	16	15	—	1	—	—	—	—	—	1	—	—	1	—	—	—
800—900	11	11	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	11	10	—	1	—	—	—	—	—	1	—	—	1	—	—	—
1 000—1 200	7	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 000—2 ,00	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	179	103	11	19	2	17	1	4	9	52	—	—	52	13	—	—

Appendix XV (*continued*)

IV—*Bihar and Orissa*

Pay	Number of Employés in each Grade or Class															
	Total	Europeans	Anglo Indians	Hindus (including Sikhs and Parsis)										Muhammadans	Indian Christians	Buddhists
				Brahmans (including Shenvis)	Kshatryas	Kayasthas (including Prabhus)	Baniyas and Vaisyas	Sudras	Other Hindus (i e other than those shown in cols 5 to 9)	Total Hindus (cols 5 to 10)	Sikhs	Parsis	Total Hindus, Sikhs and Parsis (cols 11 to 13)			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs																
200—300	43	14	—	9	—	3	10	—	—	22	—	—	22	7	—	—
300—400	11	7	1	2	—	1	—	—	—	3	—	—	3	—	—	—
400—500	15	11	1	—	—	1	1	—	—	2	—	—	2	1	—	—
500—600	11	9	—	—	—	1	—	—	—	1	—	—	1	1	—	—
700—800	8	7	—	—	—	—	—	—	—	—	—	—	—	1	—	—
800—900	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	108	68	2	11	—	6	11	—	—	28	—	—	28	10	—	—

V—*United Provinces of Agra and Oudh*

Rs																
200—300	81	21	6	7	6	3	4	—	—	20	2	—	22	32	—	—
300—400	26	12	—	3	2	1	—	—	—	6	—	—	6	8	—	—
400—500	28	20	2	2	—	—	—	—	1	3	—	—	3	3	—	—
500—600	20	20	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	17	17	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	14	14	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	14	14	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	8	8	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 500—3 000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	217	135	8	12	8	4	4	—	1	29	2	—	31	43	—	—

VI.—*Punjab*

Rs																
200—300	55	14	—	—	5	1	—	—	—	6	3	—	9	30	2	—
300—400	17	13	—	—	—	—	—	—	—	—	—	—	—	4	—	—
400—500	26	17	—	—	—	—	1	—	—	1	2	—	3	6	—	—
500—600	24	19	1	—	1	—	—	—	—	1	—	—	1	3	—	—
700—800	14	13	1	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	12	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	10	10	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 000—2 500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 500—3 000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	172	112	2	—	6	1	1	—	—	8	5	—	13	43	2	—

APPENDIX XV (*continued*)

VII—*Burma*

Pay	Number of Employés in each Grade or Class															
				Hindus (including Sikhs and Parsis)												
	Total	Europeans	Anglo-Indians	Brahmans (including Shenvis)	Kshatryas	Kayasthas (including Prabhus)	Banyas and Vaisyas	Sudras	Other Hindus (i e other than those shown in cols 5 to 9)	Total Hindus (cols 5 to 10)	Sikhs	Parsis	Total Hindus Sikhs and Parsis (cols 11 to 13)	Muhammadans	Indian Christian	Buddhists
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs																
200—300	63	11	25	—	—	—	—	—	—	—	—	—	—	—	27	—
300—400	18	10	3	—	1	—	—	—	—	1	—	—	1	—	4	—
400—500	28	19	4	—	—	—	—	—	—	—	—	—	—	—	5	—
500—600	24	17	4	—	—	—	—	—	—	—	—	—	—	—	3	—
700—800	13	13	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	12	11	—	—	—	—	—	—	—	—	—	—	—	—	1	—
900—1 000	11	10	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	7	6	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2 500—3 000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	184	105	38	—	1	—	—	—	—	1	—	—	1	—	40	—

VIII—*The Central Provinces*

Rs																
200—300	3	—	—	2	—	—	—	—	—	2	—	—	2	1	—	—
300—400	9	5	1	—	1	—	—	—	1	2	—	—	2	1	—	—
400—500	13	8	1	2	—	—	—	—	—	2	—	1	3	1	—	—
500—600	14	10	3	—	—	—	—	—	—	—	—	—	—	1	—	—
600—700	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—
700—800	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	8	8	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	7	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 400—1 600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 800—2 000	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	71	54	5	5	1	—	—	—	1	7	—	1	8	4	—	—

IX—*Assam*

Rs																
200—300	13	2	—	2	—	3	1	—	3	9	—	—	9	2	—	—
300—400	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
400—500	7	6	—	—	—	—	—	—	—	—	—	—	—	1	—	—
500—600	6	4	—	—	—	—	—	—	1	1	—	—	1	1	—	—
600—700	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1 000	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 000—1 200	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1 200—1 400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	51	37	—	2	—	3	1	—	4	10	—	—	10	4	—	—

APPENDIX XVI

RESOLUTION of the GOVERNMENT of INDIA in the HOME DEPARTMENT, Nos 248-259, POLICE, dated CALCUTTA, the 21st March 1905

READ—

The Report of the Indian Police Commission 1902–03

Appointment of Commission—In July 1902 the Governor General in Council determined with the approval of the Secretary of State to appoint a strong and representative Commission to inquire into the administration of the Police in British India This decision was the natural outcome of proceedings and correspondence which had been going on since the year 1888 The Government of India had actually before them or in course of submission far reaching and costly proposals for reorganisation from three large Provinces while their own examination of reports and statistics had led them to the conclusion that serious crime had increased materially and that owing largely to defective organisation and administration there was great need for improvement in the detective and preventive methods of the police Their chief reasons for appointing a Commission instead of dealing with the matter by separate correspondence with the different local Governments were that by a Commission alone could a homogeneous plan of reform be attained such as would secure a reasonable degree of uniformity in the organisation and working of the District Police and especially of the Railway Police whose operations extend over several Provinces and that in the process of recording evidence in public the non official as well as the official aspects of the case would have every chance of being heard The constitution of the Commission the scope of their inquiries and the method of procedure laid down for them were publicly announced in the Home Department Resolution of the 9th July 1902 A prominent feature in the scheme of operation was the arrangement by which small local committees were appointed in each Province to conduct preliminary investigations and to prepare a statement of the facts and conditions into which the Commission would have to inquire This statement together with the views of the local Government upon it was presented to the Commission before they entered upon their inquiry while the addition of a local member to their number during their visit to each Province offered a further guarantee for the completeness of their operations The European members of the Commission assembled at Simla on 15th October 1902 and, after considering the local statements proceeded to frame a set of questions covering the main heads of the subject Copies of the questions were issued to the witnesses designated by the local Governments and to a number of persons who came forward to give evidence in response to an invitation issued by the Commission After examining the replies the Commission selected for oral examination those persons whose views demanded further elucidation In the course of their tours the Commission visited all Provinces of British India with the exception of Baluchistan they held 50 public sittings they received replies to their questions from 683 persons and they examined orally 279 witnesses most of whom had also replied to their questions Their sittings were open to the public and the evidence was published in the newspapers in more or less detail at the time The Report of the Commission was signed on the 30th May 1903 seven months and a half from the commencement of their laborious investigations That they were able within this time to deal exhaustively with a subject of such great importance and such wide range is due to the judicious manner in which their inquiries were organised and to the fact that the ground to be covered was to some extent prepared for them by the local committees already referred to

2 **Unanimity of Report**—The Government of India regard the Report of the Commission as an admirable and valuable piece of work It is commendably brief and the conclusions are stated and argued in a concise and easily intelligible form It bears the impress of the representative character of the Commission and of the authority which they possess in virtue of their long and varied experience it expresses (with a single note of dissent on two collateral issues) the unanimous opinion of all the members and it testifies throughout to the exhaustive character of their preliminary inquiries and to the care with which their final conclusions have been worked out The Commissioners have placed before Government an able and conscientious attempt to discover a practical solution of a problem which has long been a subject of anxious consideration and the form of which constantly varies with the changing conditions arising from the general progress of the country The correspondence with local Governments the substance of which is stated below brings out the remarkable unanimity of opinion with which they have received the proposals of the Commission There is no single recommendation of the first importance that has not been accepted by at least a majority of the Governments consulted This is no doubt due to the procedure described above which not only gave the amplest opportunity for the expression of all shades of opinion but was supplemented in most Provinces by personal discussion of the resolutions of the Commission with the head of the Government and his principal advisers or with representative officers who were thoroughly conversant with local conditions

3 **History of Police Reforms advocated by Lord Lansdowne's Government**—The first chapter of the Report sketches in broad outlines the history of police organisation in India It shows how the indigenous systems of police based upon the responsibility of the landholders or the village communities were gradually modified by the progressive intervention of the State how a series of experiments in different Provinces culminated in the comprehensive reorganisation effected by the Police Commission of 1860 and how the arrangements then introduced and improved from time to time as Provincial resources admitted fall short at the present day of the higher standard of efficiency which modern conditions demand

In their anxiety to emphasise the necessity for further reform the Commission have omitted to mention the important correspondence and inquiries which beginning in 1888 led to a large number of valuable improvements in the establishment and working of the police involving the addition of considerable sums to the public expenditure and laid down the recommendations for further reforms which though the conditions of the finances at the time rendered it difficult to give effect to them would no doubt have been brought into operation had the resources of the State been able to bear the cost Among the conclusions and recommendations of Lord Lansdowne's Government in 1890 were the following —

(1) That the net pay of constables should be fixed at not less than Rs 7 a month

(2) That the pay and position of investigating and inspecting officers should be greatly improved and that deserving Inspectors of Police should be considered eligible for appointment to the Provincial Service

(3) That a reform in the system of selecting gazetted officers (Assistant District Superintendents of Police) was necessary

(4) That the District Magistrates should exercise closer supervision over the work of subordinate Magistrates especially with the object of avoiding delays in the disposal of cases

(5) That measures should be taken to strengthen the law with respect to the prevention of offences

(6) That the Crown should be properly represented in criminal prosecutions

(7) That the statistical forms exhibiting the results of police action should be revised and improved so as to enable a proper comparison to be made between those results in different Provinces

The establishment of Provincial training schools for the police was due to Lord Lansdowne's Government and the question of arming the police and training them in the use of firearms was dealt with by them in a comprehensive manner One of the most important reforms that have been introduced in regard to the superior officers viz the recruitment of the European element mainly in England was also brought into operation during the same administration

In view of these carefully considered attempts to improve the administration of the Department the Government of India are unable to endorse the opinion expressed in paragraph 27 of the Report that the efficiency of the police has been sacrificed to financial considerations Of the measures now advocated by the Commission many of the most important had already been accepted in principle and considerable progress had been made in bringing them into operation If it has now been found possible to deal also with the pay and grading of the European officers the administrative organisation of the Force the Railway Police the River Police and the important questions of criminal investigation and intelligence this is because the investigation lately undertaken has exposed to view a wider area of practicable and necessary reforms

4 **Popular Opinion regarding the Police**—The second chapter entitled Popular Opinion regarding the Police and their Work is a conspicuous instance of the candour which is a notable characteristic of the Report The Commission begin by quoting the late Sir John Woodburn's opinion that the investigating staff (Sub Inspectors and Head Constables) is dishonest and tyrannical In this opinion they emphatically record their full concurrence The five paragraphs that follow develop the general proposition that the police are dishonest and tyrannical into a number of particular charges against all grades of the native services It is shown how constables extort money when making inquiries on beat when investigating cases and by arresting respectable people for committing nuisances how Head Constables and Sub Inspectors can and frequently do levy fees for all acts done in their official capacity how every investigation yields a rich harvest to the police officer conducting it more especially if it relates to valuable property like the alluvial lands on the great rivers of Bengal where the shifting of the stream is constantly bringing titles into dispute how complainants witnesses and accused are bullied into saying what the police wish them to say and how an inquiry into a case results in the harassment and annoyance of all the decent people in the village Even the inspectors are only less dishonest than the grades below and their reputation is such that respectable parents are unwilling to allow their sons to accept direct appointments to that rank As regards the European superintendents the Commission observe that they are with the rarest exceptions upright men beyond the influence of corruption But they are described as having in many cases an imperfect acquaintance with the vernacular as being out of touch with the people especially with the respectable classes as paying insufficient regard to public opinion and as failing to realise the importance of their own duties

5 The picture is painted in vivid colours but in examining it certain considerations should be borne in mind In the first place it must be remembered that Chapter II is mainly a descriptive summary of the evidence given before the Commission that it purports to present as is indicated by the heading given to the chapter a concise view of popular opinion and not to express a critical appreciation of the grounds of that opinion and that in putting themselves in the place of the witnesses who addressed them and entering into their point of view the Commission have conveyed a general impression which need qualification in the light of the remarks recorded in paragraph 30 and of the final judgment pronounced in the closing paragraph of the Report In the former passage after observing that their object has been to give an account of the reputation of the police force and of the feelings of the people towards them the Commission go on to admit that the police do as a rule desire to discover and bring to justice the persons really guilty, that the removal of a police station is generally opposed by its immediate neighbours that there has been some improvement in the Department that the picture of inefficiency and corruption placed before them by many of the witnesses is not one of universal experience and that the failings which have been described are due partly to the attitude and tendencies of the people themselves and partly to the low pay and poor prospects of the members of the force In the latter place where conclusions only are stated and no descriptive matter intervenes a careful distinction is drawn between the statement of fact that the police is far from efficient that it is badly organised and supervised and that it has failed to secure the confidence of the people and the statement of popular opinion that it is *generally regarded* as corrupt and oppressive It is true that in the body of Chapter II the two points of view are not always clearly discriminated The Commission begin by quoting the opinions of others, but where they agree with these they insensibly glide into a corroboration of them which is hardly distinguishable from an independent and personal verdict It appears to the Government of India however that the chapter as a whole should be read in the light which the foregoing observations throw upon it

6 There are other considerations deserving of attention In estimating the validity of the charges brought against the native members of the force it should not be forgotten that the department is to a great extent untouched by the influence of English education and of the English traditions that accompany it which have done so much to raise the standard and elevate the tone of the Revenue and Judicial services Its traditions are native and it may be added so are the traditional beliefs regarding it If an ideal police could be called into existence to morrow it would be regarded as corrupt until it had lived down its popular reputation So it is with individuals the honest Sub Inspector is likely to be suspected only of being more astute than his dishonest colleague As to the European officers many of them are admirable servants of Government and even in cases where the disparaging remarks of the Commission may be held to apply it may be pointed out that their deficiencies have been due in the main to the careless fashion in which young men were appointed before the present system of recruitment was introduced The strictures upon the quality of the officers now in the police service relate indeed almost entirely to those who entered it before the introduction of that system and therefore are not required in order to enforce the Commission's argument for a reform which had already been carried out by Lord Lansdowne's Government Nor do they admit of universal or even general application With many of the elder generation of Indian police officers an intimate knowledge of the country and the people combined with great activity in the discharge of their duties made up for any shortcomings in the matter of mere book knowledge, while some have attained to conspicuous success as practical administrators In the case of both Natives and Europeans the prospects of reform have been constantly deferred by the low scale of pay in relation to the laborious character of the work and the physical energy mental alertness readiness of resource and attention to minute details which its proper performance demands

7 It may further be observed that even if each separate statement in the chapter is regarded as true true statements may be so combined as to form an exaggerated picture, and this particular picture even if read subject to the qualifications of paragraph 30 appears to the Government of India to convey an impression the acceptance of which would not be fair to the Indian police force as a whole Each statement is doubtless true sometimes in some places, of some people and in some cases perhaps often in many places of many people and in many cases, but not (as is implied) almost always, of almost all people and in almost all cases Above all while each individual malpractice which is described does undoubtedly exist

all of them do not exist in that combination in which Chapter II presents them By picking out and massing together all the separate blots which at various times disfigure police work in India the Commission have produced a picture which would in the opinion of the Governor General in Council give to any outside observer a somewhat over coloured idea of the ordinary conduct of a police inquiry or of the habitual behaviour of the police at any rate in the majority of Indian Provinces It seems to him that the Commission have perhaps hardly made sufficient allowance for the tendency of the Indian witness to exaggerate especially when he has a genuine grievance Nor have they sufficiently borne in mind that much of what is called corruption is little more than a highly developed form of that system of paying expedition money which is not unknown in Europe It must also be remembered that the giving and taking of money whether mere gratuities or something more serious is still traditional among the Indian people and quite as much so among the givers as among the takers and is objected to only when it exceeds certain recognised limits and becomes injurious and excessive Where the materials are inferior and the standard of personal conduct is low the quality of the work done is bound to reflect the character of the agency employed The subordinate police officer is worse than the similarly placed subordinate in many other Departments mainly in so far as his power and opportunities are greater

8 But whatever view may be taken of the subject-matter of this chapter whether it be regarded as a summary of popular opinion or as a deliberate expression of conclusions arrived at the Governor General in Council has no hesitation in giving publicity to the Commission s statement of the case The agency which is exposed and censured is in the main an indigenous agency its shortcomings are by none more freely denounced than by the inhabitants of India themselves, the picture itself brings out the difficulty of the task of governing India arising from the nature of the instruments which it is necessary to employ and the state of affairs now unsatisfactory as it may be, represents an immense advance on that described in the Report of the Commission which investigated the cases of police torture in Madras in 1855 Nor can the Commission be accused of any racial prejudice or partiality since their strictures have not been confined to either nationality and since the increase of expenditure that they advocate is in the ratio of six to one upon the Indian as compared with the English constituents of the force As is pointed out by the Commission themselves police administration in England was, before the reforms of Sir Robert Peel very nearly as much open to criticism as it is now in India if due allowance is made for the different circumstances of the two countries

9 **Village Police**—Chapter III of the Report deals with the important and difficult subject of the village police Here the Commission lay down that it is of paramount importance to develop and foster the village agencies available for police work They go on to sketch the history of the village police in the different Provinces of India and to notice the extent to which it is utilised in police administration Thus they lead up to the specific recommendations —

(1) That the responsibilities of the village watchmen for the performance of village police duties should be recognised and enforced in every Province and that the village watchman should be a village servant subordinate to the village headman and not to the regular police

(2) That the supervision and control of village headmen should be entrusted to the Collector or Deputy Commissioner and his subordinate officers

(3) That the regular periodical attendance of village watchmen at the police station is unnecessary and undesirable

(4) That it is expedient to relegate the trial of petty offences to village headmen and panchayats and that where this system does not exist it should be cautiously and experimentally introduced

The Government of India agree entirely with the principles enunciated by the Commission. They have invited the local Governments to undertake a careful review of the village systems of the Provinces with reference to the possibility of preserving them from decay by rendering them more efficient agents in the prevention and reporting of crime This it would seem may best be effected by conferring upon the village officers a defined status and powers to deal judicially with certain kinds of offences Their dignity and authority will thus be greatly enhanced and they will be enabled to relieve the regular criminal courts of trivial cases The question however is so closely connected with the systems of land tenures and village organisation which differ from Province to Province that it will probably have to be dealt with by separate legislation for each Province

10 **Regular Police and Cognate Questions**—In the foregoing paragraphs the Government of India have given the reasons which led to the appointment of the Commission have passed in review the general character of their Report have analysed and commented on certain passages which might give rise to misapprehension and have stated the course of action that will be followed in respect of the reorganisation of the village police They now proceed with the approval of the Secretary of State to issue general orders on the proposals made by the Police Commission regarding the following subjects —

(1) The organisation recruitment training and pay of the general police force and their relations to the superior district officers (Chapters IV XII and paragraph 114 of the report)

(2) The Police of the Presidency towns and Rangoon (Chapter V and paragraphs 94 to 105)

(3) Railway Police (Chapter V paragraphs 106–112)

(4) River police (Chapter V paragraph 113)

(5) The Provincial Criminal Investigation Departments and their relations to the Central Intelligence Department (Chapter VIII paragraphs 165 to 174)

(6) Statistics and records (Chapter X)

(7) The strength and cost of the police (Chapter XI)

These seven headings comprise practically the whole of the expenditure entailed by the Commission s proposals with the exception of that involved in the question of buildings and of improved methods of prosecution. In discussing the substantive proposals of the Commission under these headings and stating their decision on each point the Government of India propose to follow the order of treatment adopted in the body of the Report

11 *Paragraph* 53 **Duties of Constables, Beat System and Employment on Extraneous Duties condemned.**—On the subject of the employment of constables to collect local information the Governor General in Council accepts the Commission s views He agrees both with them and with the local Governments in condemning as a general rule the so called beat system under which constables are given a roving commission to make periodical visits to certain areas without being controlled by any definite instructions At the same time he desires to leave the necessary latitude to local Governments in respect of the application of this general principle In Burma for example where there are no village chaukidars the beat system should be retained as a link between the headman and the police station, the functions of the beat constable being preventive not detective and the rules being modified so as to render them less rigid and to guard against the constable s visit becoming an occasion for oppression. In Bombay the tracts of country on the ghats inhabited by lawless classes and certain areas interlaced with native territory may require constant patrol by armed police and the retention of protective outposts of the kind referred to by the Commission in paragraph 57 of their Report In all Provinces again, there are places where road patrols will be required

The further proposal that constables should not be employed on extraneous duties is universally accepted though it is doubtful whether it can be fully applied in Bengal In a Province which at present possesses neither land revenue subordinates nor village communal officials, the police are the only agency that can be employed for various miscellaneous duties. To take a recent illustration, it is certain that without the assistance both of the regular and of the village police no census could ever have been taken in the Lower Provinces

12 *Paragraph* 54. **Constables Local Recruitment approved, subject to certain exceptions.**—The principle of the local recruitment of constables is generally accepted. It must, however be regarded as subject to exceptions in certain Provinces as for example, in Bengal, where the natives of Bengal proper and most Uriyas are unfitted by physique and temperament for the duties and discipline required. In Bengal and Orissa therefore it may be anticipated that a considerable stiffening of natives of Behar and Upper India will always be necessary The same remarks apply though in a less degree, to the Central Provinces. The matter is one in respect of which the conditions of different Provinces differ greatly and the Government of India are disposed to accept, at any rate for tracts similarly situated, the view stated by the Inspector General of Police in the United Provinces, that although men should not ordinarily be required to serve at a great distance from their homes, yet the bulk of the district force should be composed of persons who do not belong to the district. In particular the portion of the force which is retained as an armed reserve for the purpose of securing public tranquillity must it is evident be drawn from those localities where the best material is to be found, and local recruitment would in this case not infrequently fail to secure a proper standard of military efficiency

13 *Paragraph* 55 **Constables Training to be at Central Schools, except in Burma.**—All local Governments but one accept the views of the Commission as to the training of constables at central schools. The United Provinces Government objects on the grounds (1) that the prospect of being drafted to a distant school would deter many men of the best class from entering the police (2) that a central school could not be established without increasing the line of cleavage between the armed and the unarmed branches, (3) that the Government could not find the money for the necessary buildings for a long time to come On the other hand, the local Inspector-General approves strongly of the proposal to establish central schools and observes that for the reasons given by the Commission there can be no effective training of constables in district reserves. The first of the objections taken by the United Provinces Government will probably be removed by the increase of pay which will reduce the disinclination of the constable to serve at a distance from his home while under training The second is too indefinite to call for serious examination. As regards the cost of establishing the schools, the Government of India think it likely that the estimates can be sufficiently reduced under other heads to meet this item of expenditure and that a certain number of buildings will in course of time be set free by the operation of other causes. They are not therefore disposed to admit the objections taken by the local Government The case of Burma, on the other hand, is peculiar and in that Province where most police recruits are married men, the Governor General in Council, following the recommendation of the Commission, agrees to the retention of the system of district training as being better suited to the characteristic usages of the people

14. *Paragraph* 56 **Constables Minimum Pay to be fixed by Local Government, with Special Allowances in particular Localities.**—The recommendations of the Commission relating to constables are among the most important from the financial point of view since in their original form they involve an increased expenditure of 44 lakhs, of which 24 lakhs is on account of enhanced pay Even as since modified, the increase under the head of unmounted constables costs Rs. 33,39,726 of which Rs. 19,96,846 represents increased pay, and Rs 13,42,880 increased numbers. This increase of strength is required, not only to provide a sufficient reserve for ordinary duties but also to guarantee the tranquillity of the country in the event of military operations on or beyond the frontier occupying the bulk of the troops now cantoned throughout India. The provision of additional men is therefore, a matter of high importance both military and civil, and the Government of India are of opinion that it should take precedence in combination with the general increase in constables' pay in the application of such funds as may be available for improving the police system. As regards initial pay the Commission propose a minimum of Rs 8 in India, or Rs. 12 in Burma, with local allowances where the minimum is deemed too low Five local Governments accept the suggestion. The Madras Government considered, when the question was first referred to them, that Rs. 7 would be sufficient if local allowances of Rs 2 were given in districts where recruitment is difficult They have since represented that the inadequacy of Rs 7 as the minimum pay of a police constable is daily becoming more apparent, and not only hampers recruitment but prevents the retention of suitable men in the force. For those reasons, which they enforce by specific instances they now express their concurrence in the recommendations of the Commission. The Bengal Government, while maintaining that the Commission were right in fixing Rs. 8 as the minimum pay is prepared for the present to accept a minimum of Rs 7 in certain districts where the standard of living is admittedly low The United Provinces Government suggests that an initial pay of Rs 7 rising after three years to Rs 8 and after five years more to Rs. 9 will be sufficient. In view of the variety which exists throughout India in local conditions as to the cost of living and the wages required to attract a suitable class of men, the Government of India, while agreeing that a good case has been made out for raising the minimum pay (though not entirely for the reasons which have been stated by the Commission) think it unnecessary to insist on absolute uniformity in this respect, and have therefore decided that those local Governments who consider that a minimum of Rs 7 is sufficient for constables should be allowed to retain that limit and that a minimum of Rs. 8 should not be prescribed for general adoption. Even where the initial pay is not raised, the position of a constable will be greatly improved by the abolition of deductions from pay and the concession of local allowances in special tracts

15 **Constables To receive Increments of Re. 1 after 3, 10, and 17 Years' approved Service.**—The Commission proposed that a constable should receive an increment of Re. 1 after three years service, and again on the completion of 8 and 15 years service On this point while the principle advocated by the Commission is generally accepted. there is some difference of opinion among local Governments as to the precise method in which it should be applied. The Madras Government propose an increment of Re 1 at 5 years, 10 years, and 17 years service the Bombay Government would give two increments only the first at 5 years and the second at 10 years the Punjab Government suggests intervals of 5 12 and 20 years the Chief Commissioner of the Central Provinces would give two increments only at any rate until the lowest grade of head constable on Rs 12 has been abolished the Chief Commissioner of Coorg would give a minimum pay of Rs 9 and an increment of Re 1 after 3 and 4 years respectively By way of compromise among these various opinions the Government of India have decided that three increments of Re 1 each should be given after 3 10 and 17 years approved service. It is important that the first increment should accrue at an early stage in order to remove the temptation to resign prematurely and that the final increment should not come too late to induce a man to serve his full time and to enable him to enjoy the higher pay for a reasonable period before he takes his pension. When the prospects of the service are thus improved, stress may properly be laid on the condition, indicated by the Commission. that increments should be given only to men who

really deserve them and should not be awarded by seniority as a matter of course

16 **Constables To get Free Kits, but no Good Conduct Pay**—The Government of India accept the general opinion that the practice of making deductions from the pay of constables on account of kit and other charges should cease and that the pay fixed should be handed over to the men in full This necessary reform was contemplated by Lord Lansdowne s Government as long ago as 1890 when they suggested to all local Governments except Madras that if possible no constable should receive less pay than Rs 7 net They also agree in thinking that if increments are given on the scale and in the manner now sanctioned there will be no necessity for maintaining the existing system of good conduct pay

17 **Constables To get Local Allowances in Special Tracts**—The Government of India also agree with the local Governments in accepting the Commission s view that local allowances should be given in special tracts where the Provincial minimum pay would be too low This will meet the difficulties of recruitment that have been experienced in parts of Madras the Central Provinces and Burma

18 **Constables To get 2 Annas a Day when deputed beyond Inspector's Circle**—The Commission propose that when a constable is sent on duty to any considerable distance beyond the limits of the jurisdiction of the station he should be granted an allowance of 2 annas a day The Government of India regard this proposal as too indefinite though the rate suggested is fair and they have decided to restrict its application by declaring a constable s jurisdiction for the purpose of Article 1039 Civil Service Regulations to be coterminous with the limits of the Inspector s circle The allowance will be 2 annas a day in India and 4 annas in Burma

19 *Paragraph* 57 **Head Constables Pay to be Rs 15, Rs 17-8, and Rs 20**—All Governments except the United Provinces agree with the Commission s proposal to fix the pay of Head Constables at Rs 15 Rs 20 and Rs 25 except in Burma where the rates should be Rs 5 higher As these officers will almost invariably be promoted constables the United Provinces Government suggests that it will for some time suffice to maintain the three grades now in existence and to raise the pay of each by Rs 2 The Government of India agree with the Commission that Head Constables should not be put in charge of police stations or employed except in unavoidable emergencies as investigating officers, and that they should exercise subordinate authority over a number of constables or should be employed on clerical work Seeing that their responsibilities will thus be greatly reduced and that a certain proportion of them will have a chance of rising to be Sub Inspectors their rates of pay may properly be fixed at Rs 15 Rs 17-8 and Rs 20 The last figure is the maximum pay of a non commissioned officer of the Indiam Army This will effect a reduction of rather more than 4 lakhs in the increased cost (estimated by the Commission at Rs 8 81 000) of the proposals under this head

20 *Paragraph* 58 **Sub Inspectors Recruitment to be direct as far as possible, a certain proportion to be promoted Head Constables**—The next question relates to the recruitment of Sub Inspectors who will be in charge of police stations and will be responsible for the investigation of cases throughout the country This is perhaps the most important class of officers in the whole force and on it the largest amount of additional expenditure will be incurred, the number being increased from 5 500 to 9 900 and the cost from Rs 33 39 000 to Rs 78 65 000 The Commission propose that Sub Inspectors should be recruited direct between the ages of 21 and 25, that their educational standard should not be lower than the matriculation or the school final examination and that promotions from the class of Head Constable should be limited to 15 per cent of the vacancies The opinions of local Governments are generally in accord with these views The Bengal Government considers that the educational test should vary in different parts of the Province The United Provinces Government observes that in the present state of education it is not possible to insist on the qualifications suggested by the Commission without excluding the most desirable candidates The Chief Commissioner of the Central Provinces suggests that half of the Sub Inspectors who are directly appointed should be selected by competition among men nominated by Magistrates of districts This suggestion is not in accordance with accepted educational policy and cannot be adopted The Government of India admit the general principle that Sub Inspectors should as far as possible be recruited direct and that a maximum proportion of appointments should be fixed for each Province for promotion to this class from that of Head Constables In view however of the great difference between Provinces and parts of Provinces in respect of education it seems to the Governor General in Council that uniformity in this matter is not attainable and that the local Government should fix the highest qualification it thinks suitable reporting to the Government of India for confirmation the standard adopted As regards the maximum proportion of appointments to be filled by the promotion of Head Constables the Bombay Government recommends 25 per cent and the Punjab 20 per cent to be reduced in each case gradually to 15 per cent The Chief Commissioner of the Central Provinces would leave the matter to the discretion of local Governments and observes that he himself would give preference to those who possessing the requisite educational qualifications have entered as Head Constables or even as constables and have worked their way up On the other hand the Chief Commissioner of the North West Frontier Province would fix the maximum for promotions from the lower rank at not less than 66 per cent In view of the diversity of local conditions the Government of India doubt whether it would be feasible even in the larger Provinces to insist upon a uniform standard and they therefore propose to determine the proportion for each Province separately on a consideration of all the circumstances in communication with the local Government concerned

21 *Paragraph* 59 **Sub Inspectors To be trained in Central Schools**—The Commission propose that all Sub Inspectors should be trained in a central school and should then undergo a probationary year of practical training This plan has generally commended itself to local Governments and is approved by the Government of India

22 *Paragraph* 60 **Sub Inspectors Pay Rs 50 to Rs 100 in five Grades except in Burma**—The Commission recommend that the pay of Sub Inspectors should be fixed at Rs 50 rising to Rs 80 in four grades The Governments of Madras the Punjab the Central Provinces and Assam agree to this proposal the Bombay Government are willing to accept it but would prefer to make the minimum salary Rs 60 and the maximum Rs 125 the Bengal Government is inclined to add a grade on Rs 100 which would include 100 out of the 474 appointments in the Rs 80 grade while the United Provinces Government considers the proposals needlessly liberal and would retain the existing grading raising the pay Rs 10 all round In view of this difference of opinion the Government of India consider it unnecessary to insist upon the same scale everywhere The guiding principle is that the status of Sub Inspectors should be placed on a par with that of naib tahsildars or corresponding officers on the revenue side of the administration and subject to this condition the Government of India will now proceed to fix the pay of Sub Inspectors for each Province in communication with the local Government or Administration concerned For this purpose the Governor General in Council has decided to lay down as a maximum standard a scale of pay consisting of five grades on Rs 50 Rs 60 Rs 70 Rs 80 and Rs 100 the last being a small grade comprising only 5 per cent of the officers concerned The lowest grade should also be relatively small as it will consist mainly of probationers In respect of pay this proposal is substantially identical with that made by Lord

Lansdowne's Government in 1890 The distribution among the grades will be as follows —

1st on Rs	100	5 per cent
2nd	80	20
3rd	70	25
4th	60	34
5th	50	16

In Burma circumstances are peculiar and the Government of India accept the local Government's proposal to institute a sixth grade on Rs 40 to be filled by men with a good vernacular education but no knowledge of English Here exceptional treatment is justified by the fact that men with the requisite qualifications can be obtained in Burma for that rate of pay Similarly in the case of Coorg where as is explained below the pay of Inspectors must be lwoer than elsewhere a somewhat lower scale is necessary for Sub Inspectors The Chief Commissioner proposes rates of Rs 40 Rs 50 and Rs 60 but the Governor General in Council prefers an initial pay of Rs 50, with two other grades on Rs 60 and Rs 70

While at a training school probationary Sub Inspectors should receive Rs 25 a month as proposed by the Commission In respect of horse allowance there is some small difference of opinion the Bombay Government proposing Rs 20 for the Presidency proper and Rs 15 for Sind and the United Provinces Government suggesting Rs 10 The local Governments will be empowered to fix the horse allowance up to a maximum of Rs 15 The proposal to give an advance for the purchase of uniform horse &c is generally accepted by local Governments and is approved by the Government of India

23 *Paragraph* 61 **Inspectors Usually to be selected from among Sub Inspectors Not more than 10 per cent to be appointed direct** —The next question for determination relates to the recruitment and duties of inspectors of Police The Commission propose that Inspectors should be selected from among Sub Inspectors but that Government should reserve the power to appoint direct a certain number not exceeding 20 per cent Local Governments generally agree with this view The Bombay Government would appoint only 5 per cent direct the Chief Commissioner of the Central Provinces would limit outside appointments to 10 per cent and the United Provinces Government would lay down no hard and fast rules on the subject The Chief Commissioner of Assam on the other hand lays stress on the effect of educational influences in raising the tone of the public service in India and therefore reserve one third of the vacancies for direct appointment The object in view will however equally be attained under the present scheme by means of the higher educational qualifications required from Sub Inspectors while it is obvious that the efficiency of the force would be liable to be impaired if so large a portion of these important posts were reserved for young men with no previous experience of police work The Government of India consider that the rule should be that Inspectors should ordinarily be appointed by promotion from among Sub Inspectors but that direct appointment should be permitted up to a maximum of 10 per cent of vacancies The duties of Inspectors will be to hold charge of circles comprising several police stations or a large town and within these they will exercise general supervision and should be ready to assist in investigations They will in short be responsible to the Superintendent for all police work in their circle

24 *Paragraph* 62 **Inspectors Pay Rs 150 to Rs 200 in three Grades, with a few Special Appointments on Rs 250** —The Commission propose that the pay of Inspectors should range from Rs 150 to Rs 200 in three grades a few special appointments on Rs 250 being reserved for good officers who are unfit for further promotion The balance of opinion among local Governments is in favour of these views The Madras Government however recommend a scale of pay from Rs 110 to Rs 250 in four grades in order to reduce the interval between the pay of a first grade Sub Inspector and the lowest grade of Inspector and to make the scale approach more closely to that of tahsildars The United Provinces Government divides inspectors into the three classes of Circle Court and Reserve Inspectors and suggests a somewhat more liberal scale of pay for the two latter classes It further proposes to abolish all allowances with the exception of the allowance of Rs 25 a month granted to the kotwals of six large cities The Madras suggestion that the pay of the lowest grade of Inspectors should be Rs 110 does not commend itself to the Government of India in view of the facts that in 1890 Lord Lansdowne's Government considered that the minimum pay for Inspectors all over India ought to be Rs 150 and that the decision to fix the maximum pay of a Sub Inspector at Rs 100 will reduce the interval to which the Madras Government take exception The proposals of the Commission regarding the pay of Inspectors are based upon the view that the duties and responsibilities of these officers in police matters are analogous to those of tahsildars in respect of revenue business and that unless the pay of the two Departments is so far assimilated as to attract much the same kind of men it will be impossible to secure suitable candidates for the police In the case of Sub Inspectors the principle of equalising so far as may be the prospects of Police and Revenue officers has already been accepted by the Government of India and they have decided also to apply it to the grade of Inspectors which will be recruited chiefly by promotion from among station house officers They accordingly sanction the Commission's recommendation that the scale of pay should run from Rs 150 to Rs 200 in three grades with a few special appointments on Rs 250 An exception should be made in the case of Coorg where tahsildars and subordinate Magistrates receive only Rs 100 Rs 125 and Rs 150, and Inspectors of Police should be paid on the same scale The local allowances to kotwals in a few large cities in the United Provinces will be retained by reason of the special status and obligations of these officers As regards travelling allowances the Government of India have decided to grant to Circle Inspectors a daily allowance of Re 1 when absent from head quarters and to sanction fixed horse or conveyance allowances for Inspectors in charge of towns and Prosecuting and Reserve Inspectors

25 **European Officers Method of Recruitment** —The proposals of the Commission on the important subject of the recruitment and training of the European officers of the police are contained in paragraphs 63 and 64 of the Report and are summarised in Chapter XII as follows —

(1) That the recruitment of the European service should be by competitive examination in England on the same conditions as at present except that the age limit for candidates should be 18 to 20

(2) That successful candidates should be required to undergo a two years course of training at an English residential University where there is a Board of Indian Studies each candidate receiving an allowance during this period of 100*l* a year, and that the course of study should include criminal law and practice taking of notes of cases in the criminal courts an Indian vernacular Indian history geography and ethnology and riding Probationers should also be required to join a volunteer corps and become efficient

(3) That in addition to this probationary training in England each Assistant Superintendent should on arrival in India be attached for one session to the Provincial training school

26 **Views of Local Governments** —Concerning the expediency of recruiting the European branch of the service solely by competition in England and thus debarring from it the European born in India there is some difference of opinion among the local Governments consulted The Madras Government report that on the only three occasions when candidates for the police were selected locally all of them had received their education in England and that the chief result of local recruitment hitherto has been to admit young men educated in England who came out to India because they had no hope of entering the service by competition at home They observe that Europeans born in India are statutory natives and that as such they would be eligible for the Provincial

service and would have a chance of becoming superintendents by promotion The Bombay Government are emphatically in favour of recruitment by competitive examination in England and would not go further in the direction of local recruitment than to provide that Europeans may be appointed in India with the sanction of the Governor General in Council The Bengal Government is strongly opposed to recruitment in this country for the Indian as distinguished from the Provincial police service If this view is not accepted the Lieutenant Governor recommends that the number of vacancies filled in India should be as few as possible and that no officer should be recruited in this country who has been educated in England. The United Provinces Government dwells upon the increased facilities for obtaining a cheap education in England and the tendency of Anglo Indian parents at the present day to send their sons home which it considers not likely to be checked by any improvement of European schools in India On the other hand the Lieutenant-Governor of the Punjab remarks that he knows from personal experience that nomination in India though it has given the service some of the worst has also produced some of the best police officers He would therefore recruit annually for one appointment in India provided that a suitable candidate is forthcoming The Lieutenant Governor of Burma says that he has had no experience of Anglo Indians enlisted by competition in India but on general grounds he thinks that a limited number of youths of this class should be recruited in India by nomination followed either by a qualifying examination or by competition For Burma he would prefer nomination without competition The Chief Commissioner of Assam would reserve a certain number of appointments for competition in India among boys nominated by headmasters of Anglo Indian schools The Chief Commissioners of Coorg and the North West Frontier Province are also in favour of making some direct appointments in India

27 **Conclusions of Secretary of State**—The question turns upon the individual capacity of a few members of a large and not altogether homogeneous community for the discharge of duties demanding certain qualifications which the education and surroundings of the class to which they belong do not ordinarily tend to produce The factors of the problem are in themselves obscure and the divergence of views on the part of competent authorities points to the difficulty of arriving at any certain conclusion. The Secretary of State is strongly impressed with the expediency urged upon him by officers of long and recent experience in India of keeping open the higher branches of the Police to that class of Europeans whose knowledge of the people their language and their ways has in the past given to the service some of its best and most skilled officers It seems to him probable that if domiciled Europeans are compelled by a change in the rules to send their sons who aspire to police employment to England for their education, the result will be the loss of that intimate knowledge of native habits and modes of thought which has hitherto distinguished police officers drawn from this class The Secretary of State also feels very strongly that a decision which closed the superior service (except in the Provincial branch) to a class which has hitherto been among the most successful in it would be greatly and not unjustifiably resented. He is unable to admit that for police purposes the locally educated European must necessarily be inferior as is suggested by the Commission in paragraph 69 of their Report and he thinks that the arguments in favour of continuing to utilise him as he has hitherto been utilised greatly preponderate It has therefore been decided as the best solution of the matter to reserve to the Governor General in Council the power to make such appointments in exceptional cases on the special recommendation of a local Government in favour of an individual and subject to the condition that the candidate put forward has attained an adequate standard of educational qualifications

28 **European Officers Method of Training**—While admitting the necessity for subjecting European police officers to a thorough preliminary training both general and special in subjects a knowledge of which will tend to produce professional efficiency the Government of India have ultimately determined after considering various alternative proposals that it will not be expedient to confer this training at any of the English Universities They recognise that there is something to be said for the view advocated by the Commission that the elements of the Indian vernaculars are acquired by Europeans most correctly from European teachers who are accustomed to take note of linguistic difficulties and are best qualified to explain to students those points in the structure of a vernacular language which have given themselves most trouble in acquiring it but they see no reason why in the training schools in India to which candidates will be sent on arrival instruction of this kind should not be forthcoming Indian ethnology again cannot be studied in Europe with the fulness with which it can be studied in India where the necessary illustrations are at hand and valuable as a course of reporting cases in court may be in teaching the elements of procedure in police cases there is so much difference between Indian and English criminal practice that the Government of India cannot regard this part of the proposed training as essential

29 For these reasons the Government of India are of opinion that the training of probationary Assistant Superintendents must be carried out in India that they should proceed to this country as soon as they have been pronounced fit for service and have passed in riding and that they should remain at a training school in India for not less than 18 months This is the view taken by all local Governments with the exception of the Chief Commissioner of Assam who proposes to place probationers for two years under selected District Superintendents and the Chief Commissioner of the North West Frontier Province who would give 18 months training partly at provincial headquarters and partly at a police station and at district head quarters The necessary arrangements will be made in consultation with local Governments for the course of study to be pursued, under well qualified teachers at these schools which the Governor General in Council regards as of the utmost importance to the efficiency of the Indian Police service He is disposed to agree with the opinion expressed by some authorities that they should not be located at Presidency towns

30 *Paragraph* 65 **Assistant Superintendents Pay, Rs 300, Rs 400, and Rs 500**—All Governments except the United Provinces accept the proposals of the Commission to fix the pay of Assistant Superintendents at Rs 300 Rs 400, and Rs 500 in three grades In view of improved prospects and easier pension conditions the United Provinces Government thinks it unnecessary to raise the pay of the first grade beyond Rs 450 It desires also to retain the local allowance of Rs 100 now attached to the charge of the subdivision of Lalitpur to give similar allowance for Kassia and Karwi and to grant an allowance of Rs 50 on account of dearness of living in six stations The Government of India adopt the Commission s proposals as to rates of pay With regard to the further opinion that no local allowances should be granted on the general ground that these can no longer be justified when the pay and prospects of the service have been materially improved the Governor General in Council will leave it open to local Governments to propose the retention of such allowances in places where living is exceptionally dear

31 **District Superintendents Pay, Rs 700, Rs 800, Rs 900, Rs 1,000, and Rs 1,200**—As regards the pay of Superintendents the proposals of the Commission have been generally approved by local Governments The Madras Government however suggest that the pay of the highest grade of Superintendent should be fixed at Rs 1 100 The United Provinces Government advocates a scale rising from Rs 600 to Rs 1 000 in addition to local allowances aggregating Rs 9 600 a year The Lieutenant Governor considers a grade on Rs 1 200 unnecessary in itself and inconsistent with the proposal which he makes regarding Deputy Inspector General Nor does he think it neces

sary that an officer should rise at once from Rs 500 as a first grade assistant to Rs 700 as a fifth grade District Superintendent and he suggests the introduction of a small grade of Rs 600 in which a man would not remain long The Burma Government recommends that for Superintendents the rates in force for executive engineers should be introduced with an improved grading and a similar system of increments for approved service Whatever rates may be adopted for India he thinks that Superintendents in Burma should get Rs 100 and assistants Rs 50 in excess of the Indian scale In support of his proposal the Lieutenant-Governor refers to the case of the Forest and Public Works services and observes that in regarding the Burma Commission the pay of first grade Assistant Commissioners was fixed at Rs 1 000 in consideration of the high cost of living in Burma. It is true that officers of the two former services when employed in Burma on pay not exceeding Rs 900 or Rs 1 000 a month, receive a local allowance of Rs 100 and that the same concession has recently been extended to officers of the Indian Medical Service on pay not exceeding Rs 1 000 But the reason is that these services are Imperial, that they are not recruited specially for Burma and that it is necessary to give them some compensation for the disadvantages of serving in that Province This argument cannot in the opinion of the Government of India be extended to the police and the special rates proposed could only be justified on the general ground that recruitment for the Indian Police as a whole would be injuriously affected by the liability to be posted to Burma on the system of selection by rotation which obtains in the case of the Indian Civil Service It is impossible at present to say that this would be the case and the Governor General in Council is not prepared to entertain the Burma proposal until its necessity has been proved by experience The Chief Commissioner of Assam while generally accepting the recommendations of the Commission, thinks that the pay of a fifth grade Superintendent might be fixed at Rs 600 After considering carefully the views of the local Governments the Government of India have decided to accept the Commission s proposals as to the pay of District Superintendents of Police

32 **District Superintendents Only Men fit for the most important Districts to be promoted beyond Rs 900**—The Bombay Government demur to the proposal that Superintendents should not be promoted beyond the class of Rs 900 if they are considered unfit to hold charge of the most important districts on the ground that the question is a delicate one and extremely difficult to pronounce upon finally The condition, however is strictly analogous to that under which members of the executive branch of the Provincial service receive promotion up to Rs 400 by seniority and reach the higher grades only by selection and the Government of India have no hesitation in approving it

33 *Paragraphs* 66 *and* 68 **Deputy Superintendents To be Natives of India qualified for Provincial Service Pay, Rs 250, Rs 300, Rs 400, Rs 500**—All local Governments save one agree with the proposal of the Commission to create a Provincial police service to be filled by natives of India called Deputy Superintendents who are qualified for the existing provincial services Their functions and their departmental status will be similar to those of Assistant Superintendents they will help the Superintendent in his duties of control and supervision and will relieve him of office routine so that he may be more free to tour about his district This new class of officers will be distributed among four grades on pay rising from Rs 250 to Rs 500 The United Provinces Government however suggests that the pay range from Rs 250 to Rs 450 in five grades so as not to exceed the maximum which it proposes for Assistant Superintendents As the latter suggestion has been rejected the argument no longer holds good and the Government of India sanction the recommendation of the Commission. They observe that this proposal was cordially accepted by the Maharaja of Darbhanga failing the acceptance of the alternative put forward by him in the second part of his note of dissent The Governor General in Council trusts that it may be found possible to secure good material for this class on whose judicious selection will greatly depend the enlistment of the sympathies of educated Indians on the side of the police and who will furnish the source from which Indian District Superintendents may eventually be drawn

34 *Paragraph* 67 **Native District Superintendents To be appointed when fit, but no Appointments to be reserved.**—There is general agreement among local Governments that it would be inexpedient to reserve a certain fixed number of District Superintendentships of Police for natives of India and the Government of India accept this view Deputy Superintendents however will be eligible for promotion to district charges where their fitness is fully established When thus promoted their pay will run from Rs 600 to Rs 900 in four classes as proposed by the Commission.

35 *Paragraph* 70 **Deputy Inspectors General Pay, Rs 1,500 and Rs 1,800**—For Deputy Inspectors General the Commission propose three grades of pay—Rs 1 500 Rs 1 750 and Rs 2 000 In referring the question to local Governments the Government of India remarked that these rates appeared to them to be probably unnecessarily high The Madras Government observe that Deputy Inspectors General of Police may be taken to correspond with Conservators of Forests and Superintending Engineers of the Public Works Department As none of these officers receive more than Rs 1 600 they think that the pay of the three grades of Deputy Inspectors General should be Rs 1 600 Rs 1 400 and Rs 1 200 and that the pay of the highest grade of District Superintendents should be fixed at Rs 1 100 The Bombay Government also refer to the Forest and Public Works Departments but consider that having regard to the importance of securing good men for the police the rates proposed by the Commission are not unreasonably high They are however not prepared to say that a maximum of Rs 1 800 is not sufficient provided the five appointments required in Bombay are graded so as to give two on Rs 1 800 one on Rs 1 650 and two on Rs 1 500 The United Provinces Government thinks that the pay proposed by the Commission would put the senior Deputy Inspector General on a better footing than heads of departments such as the Inspector General of Prisons or the Sanitary Commissioner In view of the improved prospects of pension, it proposes a scale of Rs 1 200 Rs 1 500 and Rs 1 800 The Burma Government also refers to the Forest and Public Works Departments and remarks that Deputy Inspectors General holds rank corresponding to that of Conservators and Superintending Engineers who are graded on Rs 1 400 to Rs 1 600 The Lieutenant-Governor points out that in the two Departments named there is approximately one prize appointment to eight other appointments whereas in the police the proportion will be only one to twenty At the same time he apprehends difficulty if the rates of pay in the police exceed those of corresponding appointments in other Departments and suggests that Deputy Inspectors General should be graded at Rs 1 400 Rs 1 600 and Rs 1 800

The new scheme of pay proposed by the Commission for Deputy Inspectors General appears to the Government of India to be higher than the circumstances of the case demand in view of the fact that police officers will continue to be eligible for the appointment of Inspector General They further apprehend that the result of adopting it would be to create dissatisfaction with the present scale of remuneration in other Indian services In their opinion it is not probable that this dissatisfaction would be removed by considerations drawn from the general average of pay in the police For these reasons and also having regard to the duties which these officers will have to perform the Governor General in Council has decided that two grades of pay on Rs 1 500 and Rs 1 800 will be sufficient

36 **Deputy Inspectors-General To be eligible for Additional Pension of Rs 1,000**—Concurring with the local Governments the Government of India have decided that the appointment of Deputy Inspector

General should be made by selection from among Superintendents and should be regarded as the highest prize absolutely reserved for the Police Department They also agree with the Commission and with the local Governments in thinking that Deputy Inspectors General of Police should be eligible for an additional pension of Rs 1 000 a year

37 The proposal made at the end of paragraph 70 of the Report to introduce a system of family pensions seems to the Government of India to have been insufficiently considered The Commission have not referred to the existence of a provident fund nor to the fact that police officers may subscribe to the Uncovenanted Service Family Pension Fund and the recommendation involves the extension to a number of other services of a general principle which has at present been applied only to the Army and the Indian Civil Service As at present advised, therefore the Government of India do not intend to proceed further in the matter

38 *Paragraph* 71 **Inspector General Pay in larger Provinces Rs 2,500-100-3,000, in Central Provinces, Local Allowance of Rs 450 subject to maximum of Rs 2,500, in Assam, Rs 2,250**—For the appointment of Inspector General the Commission propose a pay of Rs 2 500-100-3 000 in the larger provinces a local allowance of Rs 250 a month in Assam and the Central Provinces and in the North West Frontier Province the pay of a first class Deputy Inspector General, Rs 2 000 a month All local Governments agree except Bombay and Assam The former remark that the pay of a second grade Commissioner is Rs 3 000 and they propose that when the appointment is held by a civilian it should be graded as a Commissionership and the salary fixed at Rs 3 000 But it is evidently undesirable to make exceptions in particular Provinces to the general scale and the Commission's proposal really secures all that is needed By the time a District Magistrate selected as Inspector General has become eligible for promotion to a Commissionership he will probably have attained the maximum pay of his rank and it is not intended that an officer should enter the Inspector Generalship when he has already become a Commissioner but merely that having taken the appointment as a magistrate he should have no pecuniary inducement to leave it when promoted to the charge of a division The object which the Bombay Government have in view—the retention of an Inspector General for a substantial time—will thus be attained and the Government of India are unable to accept their modification of the Commission's proposal

In view of the small size of the province and of the fact that the Inspector General of Police has been relieved of excise work the Chief Commissioner of Assam is not sure that an allowance of Rs 250 in addition to the officer's pay as a member of the Commission is needed If no material change is made in the extent of that province it seems to the Government of India sufficient that the maximum salary should be Rs 2 250 a month The Chief Commissioner of the Central Provinces has not referred to the proposals of the Commission. Since the addition of Berar the pay of the Inspector General has been increased by a local allowance sufficient to bring his emoluments up to those of a first grade deputy commissioner *viz* Rs 2 250 a month The Government of India think however that in the Central Provinces (as in other provinces except Assam) the maximum pay should be equivalent to that of the lowest grade of Commissioner They have decided therefore that the Inspector General of the Central Provinces should be given the pay of his rank *plus* an allowance of Rs 450 subject to a maximum of Rs 2 500

The Commission recommend that the appointment of Inspector General should for the present ordinarily be held by a selected district magistrate but that in exceptional cases police officers may also be eligible The appointment is one of such importance that the Government of India deem it undesirable to make any announcement on this subject which would tie the hands of the Government in future and they would leave to local Governments full discretion to fill the post either from the Indian Civil Service or from the Police as may seem most expedient For the reasons stated by the Commission the Inspector General should not be a Secretary to Government but he should have free access to the head of the local Government and should communicate unofficially with the secretariat

39 **Armed Reserves History of Question.**—In paragraphs 72 to 77 of their report the Commission deal with the subject of the armed police reserves and the military police in British India These forces must be organized in such a manner as to enable them to deal promptly and effectually with ordinary tumults and local disturbances without the aid of the military arm and also to render effective help in maintaining internal security in the event of a general mobilization of the field army In view of the importance of the subject the Government of India deem it advisable to refer in some detail to the past discussions relating to it

In 1886 certain religious disturbances in Northern India led Lord Dufferin's Government to consider the question of police reserves In addressing local Governments on the subject they called attention to the principles laid down by the Police Commission of 1860 and recognized on subsequent occasions viz —

(i) that the functions of a civil police were to protect the community against all local criminal classes and to put down all riots and local disturbances

(ii) that they should be so far drilled and disciplined as to enable them to deal with large bodies of non military men,

(iii) that they should only carry arms where there is a chance of their often having to deal with armed or desperate men or when employed on duties the nature of which required them to be armed

(iv) that the strength of the force should be no greater than is needed for purely police purposes a reserve being kept at some headquarters to be available against sudden local outbreaks

After considering the replies of local Governments Lord Lansdowne's Government decided in March 1889 (i) that the principles laid down in 1860 should be strictly adhered to and that as far as possible the arrangements then proposed should be preserved or restored as the case might be (ii) that sufficient reserve should be maintained if possible in every district but at all events at convenient centres to put down all riots and local disturbances and ready or capable of being concentrated for extraordinary emergencies (iii) that the reserves should form part of the district force and should not be relieved of all escort duty (iv) that all recruits should as far as possible pass through the reserve and be capable of serving with it as occasion might require (v) that Snider rifles should only be given to special reserves employed as military police or against dacoits that the ordinary reserves did not require rifles but ought to have such arms as would enable them to deal effectively with large bodies of rioters at close quarters and that a suitable weapon for this purpose would be a breech loading smooth bore carbine to fire ball or buckshot

40 **Proposals of Commission.**—The principles adopted by the Government of India in 1889 for the organization of the reserves have not been modified by any subsequent orders The system has not however been developed in all provinces on the lines intended and in Bombay and the United Provinces the force has been divided into armed and unarmed branches The Police Commission condemn this arrangement on the ground that it either imposes a heavy strain on the armed branch or leads to an unnecessarily extravagant scale of establishment and recommend a reversion to the plan approved by the Government of India in 1889 under which all the members of the force are to be taught the use of arms and instructed in drill The Commission further propose that there should be at the headquarters of each district or perhaps where the districts are small at convenient centres in groups of districts a body of armed police

called the headquarters force available for the performance of all guard orderly and escort duties at head quarters including the supply of escorts to bring in treasure and sometimes prisoners from sub divisional stations and that a certain proportion of this force which might ordinarily be fixed at 25 constables and 2 head constables should be kept in reserve ready for despatch in any direction at a moment s notice The proposal is not perhaps altogether clear and might be interpreted as meaning that the whole headquarters forces of more than one district might be collected at a single headquarters The Government of India understand the intention to be that only the portions of these forces to be kept in reserve for despatch on emergencies should be so collected The Commission consider that the charge of this headquarters reserve should be given to a European inspector assisted where it is a large one by one or more European sergeants and that through it all members of the force should periodically pass for courses of training of suitable duration

41 **Conclusions of the Government of India**—After careful consideration of the subject the Government of India have now decided (i) to approve the system of reserves proposed by the Police Commission for Madras Bengal the Punjab Burma the Central Provinces and Assam (ii) to allow the Bombay and United Provinces Governments to retain the existing division of the force into armed and unarmed branches at the same time expressing preference for the system advocated by the Commission and urging its adoption as opportunity offers, (iii) to maintain the military police in Assam Burma and Bengal and in the two former provinces to look to this branch only of the police force for the maintenance of order in times of emergency and (iv) to arm the force ordinarily with bored out Martinis the rifles now in its hands being retained and their number increased temporarily in cases of necessity The Governor General in Council believes that these arrangements will be sufficient to hold the country in a time of emergency without in any way interfering with the due performance by the district police of the normal duties entrusted to them

42 *Paragraph* 78 **Present Strength of Mounted Police to be maintained.**—The Commission admit that some force of mounted men is required especially in large cities and in places where dacoity is rife but in view of the expense they consider that they should not be employed unless the necessity is clearly established In so far as mounted police are required in the presidency towns and Rangoon the subject is dealt with under the head of city police As regards their use in mufassal areas the Bombay Government represent strongly that it would be dangerous to diminish the force to the extent suggested by the Commission They are prepared however to attempt some reduction in those districts of the presidency proper where the number of mounted police has already been reduced below ten In Sind where it is alleged that mounted men are the only efficient police they deprecate any decrease at all The United Provinces and Punjab Governments consider it impossible to reduce the existing mounted establishment which in the former case has already been brought down to the strength recommended by the Commission The Chief Commissioner of the Central Provinces is prepared though reluctantly to reduce the existing force to four dafadars and 46 sowars—a saving of Rs 17 000 a year The Government of India however are decidedly of opinion that the present strength of five dafadars and 95 sowars should be retained for use in pursuing dacoits and dispersing rioters There have been serious outbreaks in Nagpur city and there is no cavalry station nearer than Jubbulpore In all of these cases the view of the local Government that the existing force should be maintained is accepted There seems to have been some hesitation in carrying out the reductions in the number of mounted men which have already been effected and the Government of India think that in areas in which they are found to be specially useful in suppressing disturbances the local Governments should not be debarred from reconsidering the question whether the numbers have not been too much reduced.

43 *Paragraph* 81 **Discipline and relations between district officers and police**—The difficult question of the relations between the district magistrate and the district superintendent has not been made easier by a certain indistinctness if not inconsistency in the Commission s recommendations which has presented difficulties to most of the local Governments In paragraph 81 the Commission lay down the principle that the maintenance of discipline must be trusted entirely to the officers of the force They state that in the Madras Police Act (XXIV of 1859) and the General Police Act (V of 1861) there is no mention of the district magistrate or the Commissioner in connection with the dicipline of the force The General Police Act differs from the Madras Police Act in that while in section 7 it declares the appointment of all police officers other than gazetted officers to rest with the superior officers of the force and describes the punishments which can be awarded to them in section 4 it declares the administration of the police throughout the local jurisdiction of the magistrate of the district to be under the general control and direction of such magistrate This is one of the most vital matters affecting police administration and the Government of India propose to examine it in some detail

44 **Bombay Act IV of 1890**—The Bombay Act IV of 1890 the provisions of which were discussed at length between Lord Lansdowne s Government and the local Government is fuller and more precise than any of the other Acts The relations between the the district magistrate and the district superintendent are defined in the following provisions —

(1) Section 12 provides that the district superintendent shall, subject to the orders of the Inspector General and of the magistrate of the district within their several spheres of authority direct and regulate all matters of arms drill exercise observation of persons and events mutual relations distribution of duties study of laws orders and modes of proceeding and all matters of executive detail in the fulfilment of their duties by the police force of his district

(2) Section 13 places the district superintendent and the police force of a district under the command and control of the magistrate but in exercising this authority the magistrate is to be governed by such rules and orders as the Government may from time to time make and is to be subject to the lawful orders of the Commissioner

(3) Section 15 empowers the magistrate to require from the district superintendent reports either general or particular on any matter connected with crimes the condition of the criminal classes the prevention of disorder the regulation of assemblies and amusements the distribution of the police force the utilisation of auxiliary means and all other matters in furtherance of his control of the police force and the maintenance of order

(4) Section 16 empowers the magistrate if he observes marked incompetence or unfitness for the locality or for his particular duties in any officer subordinate to the district superintendent to call on the latter to substitute another officer for any officer whom he has power to remove and the superintendent is bound to comply with such requisition. In the case of an inspector or officer of higher grade the magistrate may communicate with the Inspector General who must thereon determine the measures to be taken with careful attention to the views of the magistrate and must inform him of the orders he may issue

45 **Commission's views as to discipline**—Further under section 29 (3) the Inspector General is given power to punish inspectors in accordance with sub section (1) of that section while the district superintendent may punish any officer subordinate to an inspector and may even suspend an inspector pending the orders of the Inspector General The exercise of these powers is subject to such rules and orders as may be made by Government The district magistrate is not under the Bombay Act empowered to

punish or dismiss any police officer any more than he is under Act V of 1861 but by sections 12 13 15 and 16 of the former Act he is given large powers of control and direction both general and specific which extend to the discipline of the force just as under Act V of 1861 he is given general powers of control and direction The Government of India understand that the Commission s recommendations as the discipline are —(i) that the magistrate should be empowered to direct the superintendent to make an inquiry into the conduct of any subordinate police officer (ii) that if dissatisfied with the results of any inquiry into a case of misconduct he should be at liberty to bring the matter to the notice of the Deputy Inspector General and if necessary of the Inspector General So far as the Governor General in Council can judge the Commission s remarks in paragraph 81 are made solely with reference to the punishment of the officers of the force power in respect of which is under all the Acts reserved to the Government or to the departmental officers

46 **Commission's views on relations of police to district magistrate not altogether distinct**—The observations of the Commission in paragraph 121 of the report are however somewhat indistinct It is essential they say to preserve the responsibility ' of the district magistrate for the general success of the criminal administration of his district and to afford him prompt means of ensuring the obedience of the organised constabulary to his lawful orders He must have the power therefore to issue to the police any orders necessary to secure the efficient discharge of their duties in the preservation of the peace or in the prevention or detection of offences But his intervention is not intended to be constant or detailed It is intended to be confined to what is necessary to maintain the magistrate s control over the criminal administration of the district and his responsibility for the maintenance of the peace but it is not intended to extend to the administration of the police department except where interference in that is necessary for maintaining the above control and responsibility

In paragraph 122 the Commission refer to the extension in some provinces of the district magistrate s control in the matter of appointments and of that of the Commissioner and district magistrate in respect of appeals After noticing that the different manuals go too far in subordinating the district superintendent to the magistrate the Commission proceed — It is true that the absolute necessity for maintaining the res ' ponsibility of the district magistrate demands that he should receive the fullest assistance from the superintendent or that the latter should promptly carry out his orders ' They add— though he must carry out the lawful orders of the district magistrate he is not his assistant in the sense in which an assistant collector is Again in paragraph 123 they say the district magistrate must be kept informed of the progress of criminal administration He is able to ensure this because (i) he receives important diaries and reports of arrests, (ii) he can collect information from the people on tour (iii) the district superintendent must bring to his notice every thing of importance in connection with crime and criminals must discuss the work of the police with him and must take his advice on all important matters The district magistrate should rarely and only of necessity interfere in ordinary police work or in investigations but the discretion must be left to him as to when interference is necessary He should only rarely have to interfere in police work though he certainly must have the power to interfere when necessary Finally the Commission consider that, in the interests of the people the police must remain under the general control and direction of the district magistrate

47 **Opinions of local Governments**—The views of local Governments upon the questions raised in the foregoing paragraphs are by no means unanimous The Madras Government suggest that the district magistrate should be empowered (1) to order an inquiry into the conduct of any police officer, and to make suggestions to the Inspector General (2) to recommend the removal of an inspector from any charge in his district and that if the Inspector General disagrees he should be bound to lay the case before Government The Bombay Government merely say that the promotion of sub inspectors should be made by the Deputy Inspector General in consultation with the district magistrate and the superintendent The Bengal Government while holding that the discipline of the force should rest with the departmental officers suggests (1) that in cases of misconduct affecting outsiders the papers should be sent to the magistrate for information and that it should be in his discretion to advise the superintendent or to refer the case to the Inspector General if the superintendent does not agree with him (2) that in other cases the magistrate should have the power to order an inquiry into the conduct of any police officer and to bring to the notice of the Deputy Inspector General and Inspector General any misuse by the superintendent of his disciplinary powers, and (3) that the magistrate should have a veto on the promotion of sub inspectors The United Provinces Government claims full powers of control for the district magistrate and would retain in the hands of the Commissioner the police functions which he now exercises The Punjab Government, on the other hand is about to modify the system under which authority over the police is shared between the Inspector General and the Commissioner The Burma Government deprecates the weakening of the general control of the district magistrate and observes that the superintendent should keep him fully informed of all matters of importance affecting the police should consult him and should take his advice The magistrate should not interfere in questions of petty discipline and the internal economy of the force As to the Commissioner Sir Hugh Barnes agrees with the concluding portion of para 120 of the Commission s report which expresses the state of things existing in Burma The Chief Commissioner of the Central Provinces dwells on the necessity of having one authority in the district who will take a broader view of personal questions than the superintendent of police and deprecates the restriction of the district magistrate and the Commissioner to advisory functions The Chief Commissioner of Assam thinks that departmental control is less effective than that of the district authority for the maintenance of the relations with the people upon which the value of the police so greatly depends He suggests that any comments on the conduct of the police made by a court should be laid before the district magistrate and forwarded by him to the Inspector General and that the former should have the right to refer to the Government if in his opinion the action taken by the Inspector General is not adequate Mr Fuller accepts the view that Commissioners should not be charged with police functions but he would hold them responsible for bringing to the notice of the Government any serious defects or failures

48 **Principles suggested as to district Magistrate**—The Government of India have considered the whole subject carefully in the light of the correspondence which took place with the Bombay Government on the subject of Bombay Act IV of 1890 It seems to them as necessary now as it was then to maintain the principle that since the district magistrate is and must continue to be the chief executive authority in the district and in that capacity is responsible for the peace and good order of his charge the police must be completely under his control and direction and he must subject to the usual control of the Commissioner and the Government have unquestioned power to employ them as he thinks best for the maintenance of law and order and the detection and suppression of crime He should not however interfere in matters of departmental management and discipline except where the conduct and qualifications of a police officer affect the criminal administration of his district Even then his power of intervention should be exercised, not by issuing direct orders but by bringing the case to the notice of the superior officers of the police Owing to the indistinctness of the law as it now stands

some local Governments have given magistrates larger and more detailed powers than were originally contemplated or than are necessary for the purpose of giving effect to the principle stated above It is essential in the view of the Government of India that the law should now be made perfectly clear on this important subject so as to remove all occasions for the complaint that the district magistrate's powers have been improperly extended and the authority of the district superintendent over his own subordinates unduly reduced It is equally essential that the supervision of the district magistrate over the action of the police should be real and that there should be no room for doubt as to his full responsibility for the criminal administration of his district

49 **As to Commissioner**—The Governor General in Council now passes to the question of the relations between the Commissioner and the police The principle determining the Commissioner's position and powers is that it is his duty as the local head of the general administration to exercise supervision and control over the action of the district magistrates in respect of police matters It follows from what has been said that there is no necessity for conferring on him the powers given by sections 17 to 20 of the Bombay Act The objects of these sections can equally well be attained by executive order Nor need he be a Deputy Inspector General Since the Inspector General will in future be an Indian civilian (often of Commissioner's standing) or a picked man from the department it need not in the opinion of the Government of India be anticipated that well considered views expressed by a Commissioner will be lightly disregarded The case of the Commissioner in Sind requires special treatment The Government of India think that he should be given the powers of a local Government for police purposes to be exercised subject to the general control of the Governor in Council

50 **Proposals as to Law**—Of the detailed provisions required to give effect to these principles some will be embodied in a general Police Act for India while others will be included in rules to be made under that Act with the sanction of the Government of India Following the order of treatment in the Bombay Act the matters to be dealt with in the law are the following —

(1) Inspectors and sub inspectors should be appointed by the Inspector General subordinates by the district superintendent subject in each case to any rule that the local Government may make

(2) Matters of arms drill, exercise and internal discipline should be under the district superintendent

(3) The power of punishment should be defined as in section 29 (3) of the Bombay Police Act the list of punishments admissible being amended in accordance with the Commission's recommendations (paragraph 82 of the report) and the power of fining being struck out

(4) The district magistrate should be empowered to direct inquiry into misconduct on the part of police officers

(5) He should also have the powers described in sections 15 and 16 of the Bombay Act IV of 1890 and summarised in paragraph 44 above

(6) The district magistrate should be empowered by law to issue orders as to the conduct of particular investigations

(7) The general position of the magistrate should be defined as in section 13 (1) of the Bombay Act the words control and direction being substituted for command and control which seem to the Governor General in Council inappropriate Effect will be given to this general principle and exceptions made to it by rules passed with the sanction of the Government of India

51 **Proposal as to rules**—The rules under the Act will also provide for the following points —

(1) The Deputy Inspector General should have the power of transferring officers within his range subject to the control of the Inspector General

(2) The course of appeal should be from the district superintendent to the Deputy Inspector General from the Deputy Inspector General to the Inspector General and from the Inspector General to Government but only one appeal should be allowed from the original order and there should be no appeal from the minor punishments mentioned in paragraph 53 below

(3) The records of all serious cases of misconduct and of cases affecting the public should be submitted to the district magistrate and he should have power to send them on with his recommendations through the Commissioner to the Deputy Inspector General or Inspector General He should also have power to call for any papers relating to the conduct or character of a police officer

52 *Paragraph* 82 **Punishments**—Following the opinion of local Governments the Government of India approve of the adoption of the black mark system and the abolition of fines in favour of the forfeiture of leave They think however that the period required to wipe out a black mark should be raised from three months to six This matter also would be dealt with in the rules to be made under the Act

53 *Paragraph* 83 **Appeals**—The Government of India agree with the Commission that there should be no appeal against an order of confinement to quarters punishment drill extra guard fatigue or other duty black mark, or forfeiture of leave In all other cases one appeal should be allowed in the rules made under the Act

54 *Paragraph* 84 **Removal on ground of reputation disallowed**—In this paragraph the Commission make the suggestion that police officers believed to be corrupt should be liable to be removed from the service on evidence of general repute and endeavour to support it by reference to the treatment of habitual offenders under section 117 (3) of the Code of Criminal Procedure The analogy however is misleading An habitual offender is not imprisoned on the strength of his general reputation Evidence on that point merely leads to his being required to furnish security for good behaviour and he is imprisoned not because of his reputation but because no one will stand surety for him The Commission however qualify the proposal by saying that they do not recommend its adoption unless the Government are willing to extend it to other departments of public service The Governor General in Council is unable to accept this recommendation

55 *Paragraph* 85 **Removal for inefficiency to be considered separately**—The Commission's proposal to remove inefficient officers from the service raises various large questions which are not confined to the police and cannot conveniently be discussed here The Government of India propose to take them into consideration separately

56 *Paragraphs* 86 and 60 **Promotion**—The Commission's recommendations on the subject of promotion are—

(1) that superintendents should be empowered to promote officers of and below the rank of sub inspector

(2) that the promotion of sub inspectors should be subject to the magistrate's veto,

(3) that inspectors and European sergeants should be promoted by the Inspector General

The Madras Government slightly vary these proposals by suggesting that promotion should ordinarily be made by seniority by the Deputy Inspector General on the recommendation of the superintendent subject to the magistrate's veto Their object is to enable the Deputy Inspector General to redress inequalities of promotion within the districts included in his range The Punjab Government recommends that the promotion of sub inspectors should be by ranges on the ground that where districts are small and the number of sub inspectors is limited district promotion must produce either a block or an unequal flow of promotion The Chief Commissioner of Assam is also opposed to district promotion and thinks that sub inspectors should be on a provincial list The Government of India are deterred from deferring to the opinions of the two dissenting local Governments by the following considerations —

(1) if the superintendent is to exercise due authority in his district he must be given the power to reward or to pass over investigating officers,

(2) the Deputy Inspector General cannot know the sub inspectors of his range well enough to be able to make proper use of the power of promotion

(3) in any case the power of transfer will rest with the Deputy Inspector General who will thus be enabled to redress inequalities and to correct any tendency to make an eccentric use of the power of district promotion,

(4) the argument drawn from the analogy of naib tahsildars overlooks the facts that these officers are less numerous than sub inspectors and that their work admits to a far greater extent of being judged by returns

All other local Governments accept the proposals stated at the beginning of this paragraph and the Government of India have no hesitation in endorsing their opinions

57 *Paragraph* 87 **Service for Pension to be separately considered** —The Government of India are unwilling to delay a decision upon more emergent matters by considering the difficult question of the period of service for pension They propose therefore to deal separately with the Commission s proposals under this head

58 *Paragraph* 88 **Buildings** —The Government of India accept the proposals of the Commission that quarters should be provided for sub inspectors and officers of lower rank and if possible for the families of such officers also and that there should be in each province one or more standard designs for buildings

59 *Paragraph* 89 **Uniform** —In the case of European officers the Government of India propose to prescribe a general uniform and their decision regarding its details will be promulgated hereafter They accept the views of the Commission as to the uniform of the rest of the force

60 *Paragraph* 90 **Nomenclature** —The Government of India agree with the proposal made by the Commission to adopt a standard system of nomenclature in police matters throughout India

61 *Paragraph 91* **Legislation** —All local Governments except Madras and the Central Provinces agree with the Commission in thinking that there should be a single Police Act for the whole of India The Madras Government give no reasons for their dissent nor are the Government of India convinced by the views expressed by the Chief Commissioner of the Central Provinces In their judgment the improvement of communications and the increasing intercourse between provinces afford conclusive reasons for uniform legislation on the subject of police Such latitude as may be required for different provinces can be given by rule making powers but these powers should the Government of India consider be exercised subject to the control of the Governor General in Council A Bill has been prepared embodying the views as to the discipline of the police and its relations to the district officers which are set forth above and local Governments will now be consulted on the subject

62 *Paragraph* 87 **Police Manual** —The Government of India accept the general opinion of local Governments that the proposal to have a single police manual containing rules and instructions of general application must be put aside as impracticable

63 *Paragraph* 114 **Municipal and Cantonment Police** —The Government of India agree with the Commission and with local Governments that municipal and cantonment police should form an integral part of the provincial force and should be under the control of the provincial authorities

64 **Special Police Forces** —The preceding paragraphs deal with the questions arising for determination with reference to the provincial police generally The Government of India will now consider the case of certain special bodies of police which differ from the ordinary police in their organisation and in the character of their work and therefore demand special treatment These are the police of the three presidency towns and Rangoon the railway police the police required for work on large navigable rivers and the police employed in municipalities and cantonments

65 *Paragraphs* 94–95 **Presidency Towns Status of Commissioner of Police** —In these paragraphs the Commission examine the history and constitution of the police forces which are maintained under the authority of Acts of the local legislatures of the three presidency towns of Madras Bombay and Calcutta and in the city of Rangoon Their views on this subject are thus stated in the summary of recommendations in Chapter XII of the report —

(1) That the complete separation which now exists between the city and district police does not conduce to systematic co operation between the two forces and leaves the Inspector General in ignorance of the police work in the most important charge in the province

(2) That if the Commissioner of Police is placed under the Inspector General the former must retain much larger powers of discipline and control than are accorded to district superintendents

(3) That the Commissioner of Police should be graded as a Deputy Inspector General

(4) That the office of Deputy Commissioner as now constituted should be abolished

(5) That the present class of superintendents should be abolished their place being taken by a small number of officers of the rank of district superintendent who should be deputed for duty in the city

(6) That in respect of the lower ranks the organization should be similar to that of the district police but that a larger proportion of Europeans is necessary

These proposals are accepted without hesitation by the Madras and Burma Governments The Lieutenant Governor of Bengal found on examining the problem of the proposed subordination of the Commissioner of Police to the Inspector General and the amalgamation of the two forces from the point of view of the head of the province that there was much to be said on the other side of the question When first addressing the Government of India on the subject he put forward detailed arguments in favour of leaving the Calcutta system untouched for the present save in a few particulars which can be dealt with by executive orders and was very strongly of opinion that it would be inexpedient to adopt any measures which would tend ‘ to diminish the authority of the Commissioner of Police or lower his position in the eyes of the public Sir A Fraser believed that the continuance of the necessary co operation between the city and district police which the amalgamation ought to secure and which is said already to exist owing to the combined efforts of the present Inspector General and the present Commissioner of Police can be guaranteed by a slight change in procedure which will in no ‘ way impair the Commissioner s authority or affect his prestige At a later period while accepting the views of the Commission as to the theoretical solution of the question and the ultimate object to be aimed at the Lieutenant Governor explained that he desired to avoid recourse to legislation which would be necessary if the Commissioner s status were altered The Bombay Government after agreeing that the Commissioner of Police should be graded with Deputy Inspectors General of Police and be subject to the general orders of the Inspector General proceed to express the opinion that except for purposes of co ordination and co operation with the district police the largest local powers should as at present be entrusted to the Commissioner of Police within the limits of the city of Bombay If such co ordination and co operation can be secured at Bombay as the Lieutenant Governor thinks they can at Calcutta without impairing the present responsibility of the Commissioner it may perhaps be concluded from these words that the Bombay Government would prefer to make no other change

66 **Question deferred for further consideration** —The question is of real importance only so far as it affects the Presidency Police of Calcutta and Bombay The city of Madras includes a large area much of which does not differ in character of occupation or in population from the mufassal and it is possible that there may be little objection to the amalgamation proposed In Rangoon the Commissioner of Police was removed from the jurisdiction of the Inspector General only in 1899 and it may perhaps be desirable

APPENDIX XVI (*continued*)

to revert to the arrangements which existed previously to that date In Calcutta and Bombay however the present system has always prevailed These great cities each containing a crowded population approaching a million and living in conditions unlike those of any other parts of the province require for their efficient police administration officers of long special experience of those conditions who must be accustomed to responsibility and ought not to be checked in the exercise of it by the consciousness of subordination to a departmental superior On the other hand it may be urged that if the Inspector General is a selected district magistrate his experience would probably be confined to the very different conditions prevailing in the mufassal that he is present in the capital for only a small part of the year and can hardly be in close touch with local feelings and habits and that where his opinion on a question of city police administration differed from that of the Commissioner it would hardly command the authority which special knowledge confers It may be said moreover that in view of the frequent presence of the local Government at the Presidency towns (and of the Government of India at Calcutta) it will always remain necessary that the Commissioner of Police should be in direct communication with head quarters and should not be bound to refer questions or receive instructions through the Inspector General Promptitude of action full sense of responsibility and the prestige imparted by the possession of power are it may fairly be argued essential for the administration of so difficult a task as the police control of great cities like Calcutta and Bombay where European conditions prevail to an extent found nowhere else in India It may be added that European precedents are in favour of the separate constitution of city police forces in such towns rather than of their amalgamation with the general police For these reasons the Government of India have determined to deter the issue of final orders on this part of the Commission s proposals in order to ascertain in consultation with the local Governments concerned whether the necessary unity of action with the district police cannot be attained without introducing a subordination of the Commissioner to the Inspector General which might on emergencies be fraught with danger and in the daily working of police administration might interpose needless delay and weaken responsibility

67 *Paragraph* 96 **Present City Superintendents to be abolished, and replaced by smaller number of District Superintendents with Free Quarters and Local Allowance**—The Madras Bombay and Burma Governments accept the Commission s proposals that the present class of superintendents in the Presidency towns should be abolished and replaced by a smaller number of district superintendents to be styled Deputy Commissioners who should receive free quarters and a local allowance of Rs 100 a month The Bengal Government proposes to retain three of the present superintendents for the charge of the intelligence department the reserve and the port but says that if the Hughli River is made a river police district a district superintendent will be required to take charge of the port and the river The Government of India consider this latter arrangement suitable and they would therefore retain only two of the present superintendents on salaries of Rs 400 and Rs 500 respectively One of these should be in charge of the reserve and the other should administer the criminal investigation department under the general control of the personal assistant to the Commissioner For the four district superintendents who will be in charge of divisions of the town and for the fifth who will be the personal assistant the Bengal Government proposes free quarters with a consolidated allowance of Rs 250 The Government of India regard this proposal as unduly liberal since the additional expense of living in Calcutta is due mainly to the high charges for house rent and all of these officers would be given free quarters They would therefore fix the allowance at Rs 100 as suggested by the Commission This amount is considered sufficient for Rangoon where the conditions are very similar to those of Calcutta They accept the Bengal proposal that there should be an assistant superintendent to learn the work and to replace Deputy Commissioners on leave This officer should receive free quarters with a consolidated allowance of Rs 100 While the Government of India regard this reform in the character of the superior staff of the city forces as in itself most desirable for the reasons given by the Commission they recognise that it can only be carried out gradually and they admit that there may be difficulty at first in finding among district superintendents drawn from the mufassal the necessary qualifications for the charge of city police divisions Some apprenticeship to the peculiar conditions of the Presidency towns will be needed in order to secure efficiency of administration This can probably best be secured by attaching several assistant superintendents of police to the office of the Commissioner and authorising him to employ them on such duties as will qualify them to take charge of city divisions when these are formed

68 *Paragraph* 97 **City Inspectors pay Rs 200, Rs 250, Rs 300, with Free Quarters and Conveyance Allowance**—The Governments concerned concur generally in the Commission s proposal that inspectors should be in charge of circles consisting of several police stations should be recruited from the rank of sub inspectors should receive pay of Rs 200 Rs 250 and Rs 300 in three grades and should be given free quarters and a horse allowance of Rs 25 or Rs 30 a month The Bengal Government would fix the pay at Rs 225 Rs 250 and Rs 300 and Burma would make the horse allowance Rs 30 for Europeans and Rs 20 for natives The Government of India accept the Commission s proposals and would give a conveyance allowance of Rs 25 to all inspectors They considered that none of these officers should be recruited direct For Calcutta the local Government proposes that there should be two inspectors to each of the four divisions of the city and the Government of India think the suggestion is a sound one, but they are unable to agree to the further proposal that each Deputy Commissioner should have an inspector on Rs 225 with a conveyance allowance of Rs 50 as his personal assistant They regard this suggestion as in itself extravagant and as tending to bring about the undesirable result of converting the Deputy Commissioners into administrative officers

69 *Paragraph* 97 **City Sub Inspectors Rs 75, Rs 100 and Rs 125 with quarters and conveyance allowance Europeans to get Rs 150 as Deputy Inspectors**– The Commission propose that city police stations should be in charge of sub inspectors who should be recruited direct with a considerable infusion of the European element should be trained at the provincial school should be paid Rs 75 Rs 100 and Rs 125 in three grades and should receive free quarters and a horse allowance of Rs 25 or Rs 30 All local Governments agree except Bengal which would call these officers junior inspectors and would fix their pay at Rs 125, Rs 150 and Rs 200 Admitting that a higher scale of pay may be required in Calcutta these rates appear to the Government of India excessive while on the other hand the pay proposed by the Commission is not altogether consistent with their own remark that a large proportion of the appointments should be held by Europeans In these circumstances the Governor General in Council has decided to modify the Commission s scheme to the extent of creating in Calcutta and Bombay a class of officers on Rs 150 a month who will be called deputy inspectors and will be placed in charge of those thanas and other sub inspectors posts where Europeans are required The conveyance allowance of deputy and sub inspectors will be Rs 20

70 *Paragraph* 98 **European Sergeants and Constables**—The next question relates to the pay of European sergeants and constables For Madras the Commission propose Rs 80—5—110, and for Bombay Calcutta and Rangoon Rs 90—5—130 The two former Governments agree with the Commission The Bengal Government suggests Rs 110 Rs 120 and Rs 130 the highest grade being reserved for deserving constables who are unfit for promotion to sub inspectors The Burma Government would accept the Commission s

proposal as to constables but would give the one European sergeant who is required Rs 150 The Government of India sanction the rates recommended by the Commission which apply to both constables and sergeants In the case of the European sergeant and constable in charge of the dock police in Calcutta the mess allowances now given will be retained

71 *Paragraph* 99 **Head Constables and Constables**—The Madras and Bombay Governments accept the Commission s proposal that head constables should be paid on the scale of Rs 15 Rs 20 and Rs 25 proposed for the district police The Bengal Government suggests Rs 20 Rs 25 and Rs 30 while Burma recommends Rs. 30, Rs 35 and Rs 40 remarking that the scale proposed by the Commission would be less than is given in the districts For Calcutta Madras and Bombay the Government of India accept the Commission s proposal which will give slightly higher pay than has been sanctioned for head constables of the district police They believe that if free quarters are given the cost of living for natives in Calcutta is not materially higher than elsewhere For Rangoon they approve of Rs 25 Rs 30 and Rs 35 which is Rs 5 higher than the district scale proposed by the Commission and accepted by the local Government

72 For constables the Commission propose in Madras Rs 8 Rs 9 Rs 10 and Rs 11 with a local allowance of Re 1 in each group, for Bombay Rs 12 Rs 13 and Rs 14 for Calcutta Rs 10 Rs 11 and Rs 12 and for Rangoon Rs 12 Rs 14 Rs 16 and Rs 18 for Indian constables each rate being raised by Rs 2 when Burmese are employed The Madras Bombay and Burma Governments accept these proposals Bengal would give Rs 10 Rs 11 Rs 12 and Rs 13 The Government of India sanction for Madras Rs 9 Rs 10 Rs 11 and Rs 12, for Bombay Rs 11 Rs 12 Rs 13 and Rs 14 for Calcutta Rs 10 Rs 11 Rs 12 and Rs 13 and for Rangoon where the present rates vary from Rs 13—9—0 to Rs 17—7—0 in the case of Indian constables Rs 14 Rs 15 Rs 16 and Rs 18 with an addition of Rs 2 in the case of Burmese These increments will take effect at three years ten years and seventeen years service as proposed above in the case of the district police City constables should be trained in the same manner as the district police

73 *Paragraph* 100 **Mounted Police**—The Commission propose that when horses are supplied and maintained by Government the pay of mounted police should be the same as for the foot police Local Governments with the exception of Burma accept these recommendations and they are accordingly sanctioned The Government of India see no reason for accepting the Burma proposal that mounted constables should receive a special allowance of Rs 15 in the case of Europeans and Rs 4 in the case of natives Service of this kind is attractive in itself and involves no special expenditure

74 *Paragraph* 101 **City Criminal Investigation Department**—The views of the Commission that there should be a special criminal investigation branch in the cities the members of which should receive a substantial local allowance are accepted without remarks by the Madras Bombay and Burma Governments The Bengal Government proposes the following allowances —

Inspectors	Personal allowance Rs 50 plus conveyance allowance Rs 50
Sub inspectors	Personal allowance Rs 30 plus conveyance allowance Rs 30
Head constables	Personal allowance Rs 15
Constables	Personal allowance Rs 5

The Government of India consider that the special character of the work requires picked men and that local allowances should be given in addition to the pay of rank They would fix these at Rs 50 for inspectors Rs 30 for sub inspectors Rs 7 for head constables and Rs 3 for constables Conveyance allowance should follow the general rules on the subject already suggested No separate finger print bureau need be maintained in the presidency towns

75 *Paragraph* 102 **Prosecuting Inspectors and Sub Inspectors**—The Commission observe that for the prosecution of the less important offences a staff of court or prosecuting inspectors is required and they propose for Madras Bombay and Rangoon two inspectors and two sub inspectors and for Bengal five inspectors The Madras and Bombay Governments concur in these proposals the Burma Government thinks two inspectors are necessary but says nothing about sub inspectors while the Bengal Government has already given effect to the Commission s proposals by appointing special inspectors to prosecute cases in the presidency magistrates courts The Government of India sanction the proposals as thus modified They understand that the sub inspectors proposed by the Commission for Rangoon are not at present required

76 *Paragraph* 104 **Buildings**—The Government of India agree with the Commission that in all cases quarters should be provided for the city police and that house rent should not be granted The question of improving the existing buildings is one for local Governments to deal with as funds are available

77 *Paragraph* 105 **Courts**—The observations of the Commission on the delay in the disposal of cases in the Calcutta police court have been met by the introduction of the reforms suggested by them

78 *Paragraph* 106 **Railway Police Jurisdiction to be coterminous with Provinces**—Following the unanimous opinion of the local Governments the Government of India accept as a general principle the Commission s view that the jurisdiction of the railway police forces should be coterminous with the limits of provinces In giving effect to this principle the Governor General in Council rejects the United Provinces proposal that that Government should retain jurisdiction over the line from Delhi to Simla and accepts the Punjab proposal that these lines should be under the local Government within whose territory they are situated For the same reason the Chief Commissioner of the Central Provinces should have jurisdiction over the East Indian Railway from Jubbulpore to Kutni and over the Great Indian Peninsula Railway from Jubbulpore to the Bombay boundary It is also desirable that the Indian Midland section of the Great Indian Peninsula from Itarsi to the frontier of the United Provinces together with the Bhopal Ujjain and Bina Baran branches which are partly in native states and partly in the Central Provinces should be under the Chief Commissioner

The Government of India have decided however to admit the following exceptions to the general rule —

(i) The North West Frontier Province railways will be under the Punjab Government

(ii) The Agra Delhi chord line which runs through portions of both the Punjab and the United Provinces will be under the latter Government

(iii) The Quetta Section of the North Western Railway will be under the Bombay Government

(iv) The Eastern Bengal State Railway extension to Dhubri and eventually to Gauhati will be under the Bengal Government

(v) The Assam Bengal Railway from Chittagong to the Assam border will be under the Assam Government

They also think that the Rajputana Malwa system except the Rewari Bhatinda section which lies wholly in the Punjab should be under one officer subordinate to the Agent to the Governor General in Rajputana within whose jurisdiction the bulk of the line is situated The officer should be selected from the United Provinces police and should have his head quarters at Ajmer

79 *Paragraph* 107 **Superintendent not to be a Railway Servant**—The Government of India agree with the Commission and local Governments in rejecting the suggestion that the superintendent of railway police should be a member of the railway staff

80 *Paragraphs* 108 *and* 112 **Duties of Railway Police defined.**—The Government of India further concur with the Commission and the local Governments in holding that the primary duty of the railway police is the preservation of law and order, and that

they should not be called upon to undertake the watch and ward of railway property It follows that they should not be required to intervene in cases of shortage or missing goods or to examine the seals of goods wagons unless they have reason to suspect the commission of a cognisable offence The Government of India understand that in the Punjab it has been found that if seals are examined by the police at certain main stations theft from wagons are better localised and offenders often traced Under this system the railway still remains responsible for the guarding of its wagons and the police merely help for their own purposes in examining seals at fixed points The Government of India have no objection to leaving the matter to the discretion of local Governments on the clear understanding that the functions of the police are merely auxiliary and that they accept no responsibility It also follows that if the railways wish to despatch their own treasure by train under police guard they should be charged for the guard The durwan system in force on the Burma railways should be modified in accordance with these principles

81 *Paragraph* 110 **Railway Police to be under a Deputy Inspector General.**—The Government of India agree that the organisation of the railway police should follow the lines recommended for the district police and that they should be under a Deputy Inspector General who should also be the head of the Provincial Criminal Investigation Department They rely on the relations between this officer and the Central Criminal Intelligence Department to secure the requisite degree of co operation between the various railway forces and to obviate the necessity of an Inspector General of railway police for the whole of India—an arrangement which would tend to convert the railway police into an Imperial department They are unable to accept the suggestion made by the Burma Government that a special training school should be maintained for the railway police

82 **Local Allowances**—As regards local allowances the Government of India accept the Commission s views that superintendents and assistant superintendents should receive Rs 150 and Rs 100 respectively in addition to the pay of their rank They regard this concession as justified not only by existing practice but also by the harassment and exhaustion involved in constant railway travelling

83 *Paragraph* 111 **Power of Search** — The Government of India agree with the Commission that it is necessary that the officer in charge of a railway police station should be given the power of search in all district police station limits through which his section of the railway runs

84 **Recruitment from District Police not to be insisted on**—On the suggestion made to local Governments that the railway police should be manned from the district police receiving a small additional allowance and only serving for a limited term on the railway the opinions received are not entirely in accord The Madras Punjab and Burma Governments express unqualified disapproval The Bengal Government also thinks that the system would not work satisfactorily anywhere and that it is specially unsuitable for Bengal The Lieutenant Governor however cites with approval the opinion of Mr Barnard Assistant Inspector General of Railway Police that at each investigating centre a constable from the district police selected for his knowledge of bad characters should be deputed for a year to the railway police in order to serve as a link between the two forces The United Provinces Government considers the proposal to recruit from the district police in every way excellent and thinks that it will do more to secure co operation than any rules The Bombay Government see no inherent objection but doubt whether in practice such interchanges could be carried out sytematically The Assam Government would give the system a trial but thinks there would be difficulty in instructing the men in railway procedure The Chief Commissioner of the North West Frontier Province thinks the proposal valuable but takes the same objection as the Chief Commissioner of Assam The preponderance of opinion is on the whole adverse to the suggestion and the Government of India are not prepared to prescribe it as a general rule for recruitment It will always be open to local Governments to recruit from the district police and the authority of the Deputy Inspector General who will be placed in charge of the provincial railway police may be relied upon to ensure co operation on the part of the district force

85 *Paragraph* 109 *and Appendix VI* **Relations between District and Railway Police** —After full consideration of the replies of the local Governments regarding the Commission s suggestions for co operation between the railway and the district police the Government of India prefer (subject to slight modifications) the rules in force in the United Provinces to the rules which the Commission proposed Power will be taken in the General Police Act for local Governments to appoint superintendents of railway police and to determine their relations to District Magistrates

86 *Paragraph* 113 **River Police Proposals incomplete, final Settlement deferred** —In paragraph 75 of their Report the Commission refer to the prevalence of dacoity and other serious crime upon the large navigable rivers of Bengal and Assam and dwell on the necessity for securing the safety of travellers by water They make no attempt to work the subject out fully, and merely remark that a special force under a superintendent of river police will be necessary In communicating their views the Government of India asked the local Governments concerned to frame a practicable scheme and emphasised the desirability of securing the co operation of the river steamer companies In reply the Bengal Government has put forward proposals costing nearly 2 lakhs a year exclusive of the purchase of launches which have been drawn up in consultation with the Governments of the United Provinces and Assam Its leading features are —

(1) To place the Hughli river and the Calcutta port under a district superintendent of police with river police stations at Chinsura and Barrackpore

(2) To form the rest of the rivers of Bengal with the Ganges up to Allahabad the Gogra up to Fyzabad the Brahmaputra to Gauhati and the Magna to some point in Sylhet into a general police district under a senior district superintendent who would be stationed at or near Goalundo and would have two European assistants one of whom would be of the rank of district superintendent

(3) To establish 61 river police stations each under a sub inspector with a staff of one head constable and five constables At each station there would be a fast boat with a *manjhi* and four *mallahs* and those boats would be constantly on patrol meeting the boats of other stations wherever possible

(4) For European officers a fixed travelling allowance of Rs 150 is suggested for inspectors Rs 30 sub inspectors R 15, and head constables R 10 For constables a minimum pay of Rs 9 is suggested for *manjhis* Rs 12, and for *mallahs* Rs 9

(5) A proposal made by Mr Bramley a district superintendent of police of the United Provinces who has been employed to inquire into the depredations of criminals from that province in Bengal, to introduce a system of registering all trading boats is under consideration and the Lieutenant Governor proposes to consult the Chamber of Commerce on the subject

The question is one of no little difficulty, and the Bengal letter tends to show that the offence of piracy on the great rivers of Assam Bengal and the lower part of the United Provinces has never been adequately dealt with though it seems probable that the necessity for affording special police protection to river traffic has hitherto escaped notice not less from the indisposition of those exposed to the depredations of river thieves to have their journey interrupted by the necessary police inquiries than because a special agency has not been employed for the purpose The general scope of the Bengal scheme is fairly well defined and an officer of the United Provinces police has been deputed to conduct further inquiries and to assist in maturing detailed proposals The Government of India observe however that in two essential respects it has not been completely worked out The registration of boats has not yet been fully considered nor have the river steamer companies been approached In both these directions commercial interests of importance are involved which demand careful consideration It is also possible that with better information than has previously existed the protection of some of the waterways might be left more largely to the local district police Meanwhile the Government of India have sanctioned as a provisional and temporary measure pending the conclusion of the inquiries referred to the appointment of 3 district superintendents 1 assistant superintendent 6 inspectors 30 sub inspectors 44 head constables and 314 constables to form the nucleus of an effective river police

87 *Paragraph* 166 **Provincial Criminal Investigation Department**—The Government of India accept the proposals of the Commission for the creation of provincial departments of criminal investigation as summarised in this paragraph The allowances for the subordinate staff will be the same as those sanctioned above for the investigation branches of the Presidency town police In the event of a difference of opinion arising between a Provincial Investigation Department and the Central Criminal Intelligence Department the Director of the latter Department should submit the question for the orders of the Government of India through the local Government concerned

88 *Paragraphs* 189–199 **Finance**—The Government of India have now stated their views upon all the questions connected with the organisation strength and pay of the regular police The proposals of the Commission involve a recurring additional charge on the revenues of India of about a million sterling per annum This amount will be somewhat reduced by the decisions set forth above In the absence of provincial details the effect of these cannot be stated precisely but the total increase will probably be somewhat less than the sum estimated by the Commission The Government of India do not contemplate incurring the whole of this expenditure at once nor would it be possible to do so even if the requisite funds could be made available In view however of the importance of pushing the most essential measures to completion with the least possible delay the Government of India have allotted between the different Governments and Administrations 50 lakhs of rupees in the budget for the coming financial year as a grant in aid of the reform of the police This sum has been distributed roughly in proportion to the increase of expenditure proposed in each province that is to say in the measure of the comparative needs of each The actual amounts thus permanently added to the resources of the local Governments are —

	Lakhs
Madras	10
Bombay	5
Bengal	12
United Provinces	6½
Punjab	5
Burma	5
Central Provinces	4
Berar	1
Assam	½
Minor Provinces	1

As regards the order in which the reforms now approved should be carried out the Government of India think that precedence should be claimed in view of the urgency of the matter with reference to military necessities by that part of the scheme which contemplates the strengthening of the armed police reserves since until this portion of the police is rendered sufficient to obviate any risk of local disturbances the concentration of troops in their new stations and the abandonment of minor cantonments cannot be carried out The next object that should be provided for is the improvement of the pay of constables including under this head the abolition of deductions from pay the raising of the minimum to the figure which may be approved by the Government of India in communication with local Governments and the raising of the pay of constables who have served three years by one rupee the good conduct allowances at present granted being merged in the increased pay Third in order of urgency the Governor General in Council places the increase in the number of sub inspectors so far as may be necessary to provide one for each station and the raising of the pay of the lowest grade of these officers to the approved scale

Full effect cannot be given to the scheme in respect of the pay of superior officers until funds have been made available for the purpose which will not be possible during the coming financial year It will however be arranged as far as possible that the higher pay to be given in future to European officers recruited in England shall take effect in each class and grade from the same date throughout India so that equal advantages in this respect may be offered to all the candidates selected in England by open competition. It would evidently be a grievance if an Assistant Superintendent recruited in England were to receive less pay if posted to one province than his contemporary who had been alloted to another

The effect of the reorganisation now sanctioned will be to grant increased rates of pay to the European officers of the force and the question obviously arises whether the exchange compensation allowance now drawn by them should not be discontinued, and if so under what conditions The Government of India propose to consider the subject separately and to report their conclusions for the approval ef the Secretary of State

89 **Prevention and Investigation of Crime and Prosecution**—The recommendations made by the Commission in Chapters VII VIII and IX of the report regarding the prevention of crime the reporting and investigation of offences and the prosecution of offenders cover a wide range and some of them involve important changes in the law The Government of India have therefore decided to reserve these portions of the report for separate consideration hereafter

90 **Police Statistics and Records**—The Government of India concur generally in the proposals relating to police statistics and records contained in Chapter X of the report Local Governments will be addressed separately regarding certain matters of detail which call for settlement

91 **Conclusion**—Of all the branches of the public service in India the police by its history and traditions is the most backward in its character Its origin may be traced to the feudal obligation of the landowners to maintain by means of an underpaid and disorderly rabble the semblance of order on their estates The taint of its earliest antecedents still affects the morale of the lower ranks the constable has inherited the reputation if not the methods of the barkandaz The history of the Indian police under British rule is marked by a series of attempts to introduce more advanced standards of conduct and integrity and to raise the tone of the force by improving the pay and prospects of its members The latest of these efforts is represented by the labours of the Commission appointed nearly three years ago The reforms proposed by them extend to all grades of the police they leave untouched no detail of its organisation and they are planned on a scale more comprehensive than has ever been deemed feasible in the past The present condition of the public revenues has enabled the Government of India to accept the main proposals of the Commission and to provide at once a large proportion of the cost of carrying them out It will take a long time to give full effect to the scheme and longer still before its larger purposes can be visibly fulfilled The reconstruction of the police is indeed merely a step towards the improvement of the administration of criminal justice in India Success in that higher aim will depend not only on the qualifications and training of the force but even more on the honest co operation of the people themselves in the work of reform on the adoption of higher ethical standards on the diffusion of general education especially in its primary branches on the growth of genuine public spirit and a sense of the common good and most of all perhaps on the decline of faction and the

discouragement by a more healthy and more courageous public opinion of the vicious practice of resorting to the machinery of the criminal courts in order to gratify private animosities As the popular conscience develops in these directions the Governor General in Council hopes that the great undertaking the initial stage of which is now approaching completion, will alleviate evils which affect in varying degrees all classes of society and will confer upon the people benefits commensurate with the labour and thought devoted to its inception and the immense outlay which its execution will entail

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APPENDIX XVII

INDIAN POLICE FORCE

REGULATIONS FOR ADMISSION BY A COMPETITIVE EXAMINATION COMMENCING ON 30TH JUNE 1914

I *Place of Examination*—The examination will be conducted by the Civil Service Commissioners Candidates may undergo the written part of their examination in London Edinburgh or Dublin or at any of the provincial centres at which the simultaneous examination of candidates for admission to the Royal Military College Sandhurst is to be held. A list of the probable centres may be obtained from the Civil Service Commissioners at any time after January 1914 The oral and practical parts of the examination will be held in London only

Examination Fee—A fee of 2*l* is required from candidates examined in London, but when the written examination is conducted elsewhere than in London the fee is 3*l* Candidates examined at a college or school will probably be required to pay a local fee (in order to defray the expenses of superintendence) as to which they should obtain early information from the college or school authorities The fee payable to the Civil Service Commissioners must be paid by means of stamps of the specified amount Instructions on this point will be issued to candidates by the Civil Service Commissioners about 10 days before the examination

II. *Number of Appointments*—The number of candidates to be selected will probably be 24 viz Madras 2 Bombay 2 Bengal 4 United Provinces 5 Punjab 4 Burma 3 Bihar and Orissa 1 Central Provinces 2 and Assam 1

III *Conditions of Eligibility*—Every candidate must be a British subject of European descent and at the time of his birth his father must have been a British subject either natural born or naturalised in the United Kingdom The decision of the Secretary of State in Council as to whether a candidate satisfies this condition shall be final. Candidates must without exception on any ground be above 19 and under 21 years of age on the 1st June 1914 They must be unmarried and if they marry before reaching India they will forfeit their appointments

NOTE—Parents and guardians of candidates are warned that European descent will be regarded as essential In order to prevent disappointment in cases of doubt where there has been some admixture of non European blood an application should be made to the Secretary of State for India in Council for a decision as to the candidate s eligibility to compete at the examination In the absence of such a decision the fact that a candidate has been admitted to the examination will give him no claim to an appointment should it be discovered afterwards that he is not of European descent

IV *Form of Application*—Application to compete at the examination must be made on a printed form to be obtained from the Secretary Judicial and Public Department India Office Whitehall London S W and to be returned to him with the necessary documents not later than Friday the 1st May 1914

No applications received after that date can be considered

Candidates must be prepared to attend at the India Office if required at their own expense to reply to any enquiries which may be considered necessary in connection with their application.

V *Subjects of Examination*—The subjects* and the marks assigned to each are given below —

Class I—*Obligatory*

	Marks	
English	2 000	These subjects must be taken up by all candidates
Mathematics A (Elementary)	2 000	
French or German	2 000	
English History and Geography	2 000	

Class II—*Optional*

Mathematics B (Intermediate)	2 000	Not more than two of these subjects may be taken up and if one of the subjects selected is a modern language it must be different from the modern language selected in Class I
Mathematics C (Higher)	2 000	
German or French	2 000	
Latin	2 000	
Greek	2 000	
Science (Physics and Chemistry)	2 000	

In addition to the above mentioned subjects candidates may take up Freehand Drawing to which 400 marks will be allotted

Candidates must obtain such an aggregate of marks in the examination as a whole as may indicate in the judgment of the Civil Service Commissioners a competent amount of general proficiency

VI *Medical Examination*—Those candidates who are successful in the literary examination will be required shortly after the result of that examination is declared to undergo a strict examination by a medical board† at the India Office as to their physique and capacity for active out door work in the plains of India Instructions as to the date and time of this examination will be issued to successful candidates by the India Office

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* Reprints of the papers set at certain of the previous examinations with tables of the marks assigned to the candidates have been published by direction of the Civil Service Commissioners and if not out of print copies can be purchased either directly or through any bookseller from the following agents —Wyman and Sons Limited, Fetter Lane London E C Oliver and Boyd Tweeddale Court Edinburgh and E Ponsonby 116 Grafton Street, Dublin The price is one shilling

† With a view to prevent parents and guardians from incurring the inconvenience and expense of preparing candidates who may be physically unfit for the Police Service it is suggested that before any such preparation is begun candidates be submitted to examination by the medical adviser of the family or any other qualified medical practitioner, with regard to the points which are indicated in Annexure III

It is to be under tood that this private examination is merely suggested to lesson the chances of disappointment, and that it is by no means intended to take the place of or to influence in any way the official examination

Candidates may if they wish it undergo a preliminary examination by the Medical Board which meets at the India Office every Tuesday not more than two years before they are qualified to compete under the following conditions —

(*a*) Applications must be addressed to the Under Secretary of State India Office Whitehall, London accompanied by a fee of two guineas and by a statement of the candidate s age [*Continued*]

VII *Appointment of Probationers* —The Secretary of State will nominate as probationers such competitors as attain the highest aggregate of marks (provided that they obtain the minimum aggregate referred to above and that they pass the medical examination and satisfy the requisite conditions in other respects)

VIII *Riding Test* —Selected candidates will be examined by the Civil Service Commissioners as to their ability to ride and will be required to obtain—

(*a*) a certificate from the Civil Service Commissioners that they are able to ride well and to perform journeys on horseback or

(*b*) a certificate from the Civil Service Commissioners of minimum proficiency* in riding

In the latter case they will be subjected on their arrival in India to such further tests in riding as may be prescribed by their Government and will not be appointed assistant superintendents of police until they shall have passed such tests to the satisfaction of their Government

IX *Allotment to Provinces* —Selected candidates who have successfully passed the above mentioned tests will be allotted as probationers to the various provinces upon a consideration of all the circumstances including their own wishes but the requirements of the public service will rank before every other consideration The allotment will also be subject to the right of the Government of India to make transfers if necessary

X *Uniform &c* —It is an ordinary condition of appointment to the police department that a successful candidate shall be supplied by his parents or guardians (*a*) either with a uniform or with the cost of it and (*b*) with not less than 50*l* for the purchase of a horse and saddlery in India

XI *Departure for India* —The probationers will be required to start for India not later than October 1914 so as to arrive in the course of November Failure to embark in time will in the absence of satisfactory explanation lead to forfeiture of appointment Free passage to India will be provided by the India Office but any probationer resigning his appointment within three years on any ground but that of health supported by a medical certificate will be required to refund the cost of his passage

XII *Salary during Probation* —On arrival in India probationers will receive an initial salary of Rs 300 a month

XIII *Period of Probation* —Probationers will be required to qualify by passing the necessary departmental examinations (as well as the riding test if necessary *see* Rule VIII) within two years of their arrival in India

XIV *Liability of Probationers to Removal* —Any probationer who may fail to pass the prescribed examinations within two years or be found unfit for police duties will be liable to removal from the Service Any probationer so removed from the Service will be furnished with a free passage to England provided he utilises such passage within three months from the date of such removal

XV *Promotion after Probation* —No probationer will be eligible for promotion either acting or substantive until he has passed the prescribed departmental examinations including the riding test

XVI *Leave Pension and Provident Fund* —Officers joining the Indian police under these conditions will find a summary of information regarding Leave Pension and Provident Fund in Annexures IV V and VI *

XVII *Articles of Agreement* —Probationers will be required to sign articles of agreement describing the terms and conditions of their appointment prior to embarkation for India

India Office November 1913

ANNEXURE I

Syllabus of Subjects

ENGLISH —Dictation. Essay —Three alternative subjects to be given for an essay or letter of which candidates may choose one Precis Reprodution of a passage read out General paper (to test general knowledge and intelligence)

Limits may be prescribed for the number of words that the Precis and the Reproduction should contain Considerable latitude being allowed the candidate can with sufficient accuracy estimate the number of words he has written by counting the number in five or six lines and making a proportional calculation It is also useful for the candidate to have some idea of the number of words he is accustomed to write on a foolscap page Failure to keep within the prescribed limits will entail loss of marks

In each other subject as well as in English deductions for handwriting which is at all difficult to read will be made up to 10 per cent of the maximum mark

In English and in each other subject deductions for bad English spelling are made up to 10 per cent of the maximum mark A spelling recognised by any standard English dictionary is accepted as correct recognition by an American dictionary is no guarantee of acceptance

English composition is taken into account in all subjects

HISTORY —[The subject carries 1 400 marks]—The History of England from 1558 to the end of the reign of Queen Victoria Special attention should be paid to the growth of the British Empire Questions will be set which will give the candidate an opportunity of showing his knowledge of European History as affecting English History during this period such questions will deal only with the broad outlines of European History and knowledge of detail will not be expected

Questions may be set in the History Paper to test the candidate s knowledge of History and Geography (within the limits of the syllabus) in relation to each other

The following headings indicate the European subjects on which questions may be set Some choice of questions will be allowed —

- Decline of the power of Spain
- Decline of the power of Holland
- The ambitions of Louis XIV
- The rivalry of England and France for colonial empire in India and America

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[*Continued*]

(*b*) Candidates must pay their travelling expenses

(*c*) Candidates considered to be unfit by the Medical Board at this preliminary examination are not bound to accept its opinion but may *at their own risk* continue their studies with the knowledge that they will have to submit themselves for a final medical examination by the Medical Board in the event of their being successful in the literary examination

(*d*) On the other hand, it must be distinctly understood that the preliminary examination by the Medical Board is held solely for the candidate s information and that if after that examination he is reported to be apparently fit he has not on that account any claim to be accepted as physically fit when he presents himself for the final Medical Examination upon which alone his acceptance or rejection will depend Candidates may be considered fit for the Service at the preliminary examination but may be found at the final examination to be unfit either on account of some physical defect which did not exist or passed undetected at the preliminary examination or for other reasons

* Candidates are warned that the certificate of minimum proficiency in riding without which they will not be allowed to proceed to India is only granted to those who can qualify in a series of tests which includes jumping It is, therefore most important that riding lessons should not be postponed until after the result of the literary examination is declared

The chief tests will be saddling and bridling mounting and dismounting trotting and cantering riding at a trot without stirrups riding at a trot with stirrups but without reins jumping a hedge hurdle about three feet in height Although the examination will in the main be confined to these points, the examiner will not be debarred from applying any other tests which may appear desirable

* Not reprinted

APPENDIX XVII (*continued*)

Frederick the Great and the rise of Prussia

The influence of the French Revolution

The influence of Napoleon

Bismark and the Union of Germany the wars with Denmark Austria France

The movement of Russia in the Near East Middle East and Far East

GEOGRAPHY —[The subject carries 600 marks]—The main physical features of the world with special reference to the British Empire General political geography of the world with special reference to British possessions and Egypt and the foreign frontier territories adjacent to them Questions may be set in the Geography Paper to test the candidates knowledge of History and Geography (within the limits of the syllabus) in relation to each other

FRENCH —Translation from French The translation must be expressed in good English merely to show that the French has been understood is not enough Translation into French An essay or letter on one of two or more alternative subjects Colloquial —Candidate (i) to talk in French and (ii) to write a short dictated passage in French

The colloquial test will carry 500 marks

GERMAN —As for French German should be written in German characters

LATIN —Translation and Prose Composition The translation must be expressed in good English, merely to show that the Latin has been understood is not good enough

GREEK —As for Latin

*ELEMENTARY MATHEMATICS —*Arithmetic and Mensuration* —The ordinary rules of arithmetic The metric system Use of decimals in approximative calculation (contracted methods of calculation are not expected) Measurement of length scale vernier calipers Measurement of area by dimensions (rectilinear figures and circle) by squared paper by weighing area of cross section of a tube Measurement of volume by dimensions by displacement (over flow graduated jar burette) by use of the principle of Archimedes Measurement of weight use of balance Measurement of density or specific gravity

Algebraic formulæ and symbols may be used Questions will not be set on present value or true discount The extraction of the cube root and the use and theory of recurring decimals are not required

Geometry —The elements of geometrical drawing and practical geometry Measurement of angles use of protractor The substance of Books I to III of Euclid s Geometry including application to the measurement of area A working knowledge of as much of the properties of similar figures and solid figures as is necessary for plan making and simple problems in mensuration

Algebra — To easy quadratic equations The elementary use of graphs

The solutions of equations should be worked out to a few significant figures he candidates should be accustomed to test the accuracy of solutions by substitution Skill in elaborate analysis such as the simplification of complicated fractions will not be looked for

The questions in Elementary Mathematics will test knowledge of fundamental principles and readiness in application to simple practical problems Neatness and accuracy of working are expected and the methods of solution employed must be clearly indicated In the absence of special instructions that a question is to be answered by a particular method candidates are at liberty to choose their own method from any branch of Mathematics

The examination in Elementary Mathematics will include a laboratory test The laboratory test will carry 400 marks

*INTERMEDIATE MATHEMATICS —Includes Elementary Mathematics together with —

Arithmetic —Use of four figure logarithms will be required use of slide rule permitted

Geometry —Geometrical drawing and practical geometry of plane figures The substance of Books I to IV and VI of Euclid s Geometry The elements of theoretical solid geometry with application to mensuration of solids

Proportion may be treated algebraically and the complications of Euclid s definitions and nomenclature avoided The special treatment of incommensurables will not be required

Algebra —The meaning and the simplest properties of fractional and negative indices graphs of the simpler algebraic functions quadratic equations, use of graphs in solving equations and in illustrating and solving practical problems practical applications of gradients and of areas of graphs

Grasp of elementary principles and readiness in practical application will be looked for but great skill in analytical transformations will not be demanded

Trigonometry —Solution of plane triangles graphs of trigonometrical functions use of four figure tables formulæ for the trigonometrical ratios of the sum and difference of two angles and for the product forms of the sum and difference of sines and cosines of two angles

Readiness in straightforward practical applications will be looked for but no great analytical skill will be demanded A knowledge of the general expression for all angles which have a given sine or other trigonometrical ratio will not be required

Statics —Graphical and analytical methods, simple machines, centre of gravity, friction

Dynamics —Accelerated motion in a straight line treated graphically uniformly accelerated motion in a straight line composition of velocities and accelerations uniform circular motion, motion under gravity elementary illustrations and applications of dynamical principles

In INTERMEDIATE MATHEMATICS in the absence of special instructions that a question is to be answered by a particular method candidates are at liberty to choose their method from any branch of Mathematics

The examination in Intermediate Mathematics will include a laboratory test The laboratory test will carry 400 marks

*HIGHER MATHEMATICS —Includes Elementary and Intermediate Mathematics together with —

Geometry —Elements of solid geometrical drawing

Algebra —Elementary knowledge of the use of indeterminate co efficients especially with partial fractions

Co ordinate Geometry and Infinitesimal Calculus —Equations to straight line circle eclipse parabola hyperbola and other simple curves in rectangular co ordinates The curves referred to will provide illustrations and applications of co ordinate geometry and infinitesimal calculus but acquaintance is expected only with the simplest theorems about the curves

Differentiation and integration of simple standard forms and other forms depending on them, application to easy geometrical properties of plane curves to easy mechanical and physical problems to turning values and to the expansion of simple algebraic and trigonometrical functions A working knowledge (without rigorous fundamental demonstrations) of the elementary infinite series for $(1 + x)^m$ e log $(1 + x)$ and their use in approximative calculations

Co ordinate geometry of three dimensions up to the equations to the plane and the straight line

Polar co ordinates —Deduction of the equation of a curve from simple data drawing a curve from its equation

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* *Mathematics* —Credit will be given for the clearness and aptness of the language of the answers deductions will be made for obscurity or slovenliness and especially for bad grammar and the incorrect use of words or phrases The use of mathematical symbols and of well established abbreviations like *lb* and *cm* is permissible a calculation can often be exhibited quite clearly without the use of the words and a tabular form is often appropriate but incomplete sentences such as are customary in telegrams will be punished

* *See* (*) note on opposite col

APPENDIX XVII (*continued*)

Mechanics —Elementary statics of liquids and gases Further mechanics of solid bodies *e g* pendulum and easy questions on moment of inertia

In higher mathematics more analytical skill will be expected than in the earlier stages In the absence of special instructions that a question is to be answered by a particular method candidates are at liberty to choose their method from any branch of mathematics

The examination in higher mathematics will include a laboratory test The laboratory test will carry 400 marks

*PHYSICS —The subject will carry about 1 200 marks The questions set will be such as may be answered by candidates who have acquired their knowledge by an experimental treatment of the subject

Heat —Construction and use of thermometers Expansion of solids liquids and gases Specific heat Phenomena of change of state vapour pressure latent heat Simple phenomena of conduction convection and radiation of heat Heat as a form of energy

Light —Rectilinear propagation Reflection and refraction formation of images by plane and spherical mirrors and by concave and convex lenses Telescope and microscope The dispersion of light by a prism

Magnetism —Simple phenomena of magnetism induction Lines of force in a magnetic field, terrestrial magnetism Elementary quantitative notions of strength of pole, magnetic force due to a pole strength of field

Static Electricity —Electrification, induction The electroscope, electrophorus Elementary notions of potential and capacity Distribution of charge on conductors

Current Electricity —Meaning of the units volt ampere and ohm The simple voltaic cell, Daniell cell, Leclanche cell accumulator Ohm s law with simple applications, arrangement of cells in series and parallel Magnetic field due to a current, astatic galvanometer tangent galvanometer moving coil galvanometer Laws of electrolysis electro chemical equivalent Fundamental experiments of electro magnetic induction

Practical Work —The laboratory test will carry about 400 marks —Simple experiments on the subject matter of the preceding syllabus for example — Verification of Boyle s law Testing the standard points of thermometers Determination of specific and latent heat by the method of mixtures Determination of melting and boiling points Verification of the laws of reflection and refraction Determination of the positions of images formed by plane and spherical mirrors and by convex lenses Mapping lines of force in magnetic fields Comparison of intensities of magnetic fields by the method of oscillations Comparison of electric currents by the tangent galvanometer and by ammeters Comparison of potential differences by high resistance galvanometers and by voltmeters Comparison of resistances by substitution and by the sliding bridge

*CHEMISTRY — The subject will carry about 800 marks —The questions set will be such as may be answered by candidates who have acquired their knowledge by an experimental treatment of the subject

Classification of matter into single substances and mixtures elements and compounds Quantitative laws of chemical combination outlines of the explanation of these laws by the atomic theory Avogadro s law general methods of determining chemical equivalents The chemistry of water and its constituent elements water as a solvent natural waters The atmosphere combustion, oxidation the various classes of oxides Acids bases and salts Chlorine and hydrogen chloride, nitrogen, ammonia and nitric acid sulphur sulphur dioxide and sulphuric acid Carbon the oxides of carbon carbonates The hydrocarbons marsh gas and acetylene flame The metals general methods of preparation of the metals and their commoner salts

Questions will not be set on metallurgy or on technical processes of manufacture

Practical Work —The laboratory test will carry about 200 marks —Simple exercises which may include weighing and the measurement of volume of liquids and gases will be set on the subjects of the preceding syllabus for example —

Estimation of soluble matter in a mixture, determination of a change of weight in a simple re action measurement of the gas evolved during solution of a metal Observation of the behaviour of substances under the influence of heat and in simple chemical re actions Preparation of the gases enumerated above preparation of salts from metals and oxides by general methods Volumetric determination of acids and alkalis

Importance will be attached to accurate observation and to clear description of the work done Where necessary sufficient instructions will be given to enable candidates to apply their general knowledge of practical chemistry to the problem set

FREEHAND DRAWING —The examination will be exacting in order to ensure that indifferent draughtsmanship receives no credit From the marks originally allotted 40 per cent of the maximum (*i e* 160 marks) will be deducted The remaining marks will be subsequently increased by two thirds

There will be two tests in Drawing. In the first a photograph or other representation of a landscape will be set before the candidate who will be required to make an outline sketch of it (without shading) showing the profile of hills and rising ground and any prominent towers or other landmarks In the second test candidates will be asked to draw from memory some common object such as a chain or a saddle

A specimen question paper in Drawing may be purchased either directly or through any bookseller from the following agencies Wyman and Sons Ltd Fetter Lane London E C and 54 St Mary Street Cardiff, His Majesty s Stationery Office (Scottish Branch) 23 Forth Street Edinburgh and E Ponsonby Ltd 116 Grafton Street Dublin

ANNEXURE II

List of Appointments in India ordinarily reserved for the Police Departments of the several Provinces

N B —These Lists show only the existing sanctioned scale which is liable to alteration at any time Officers entering the service after the reorganisation of 1906 will not receive exchange compensation allowance

Natives of India holding the rank of Deputy Superintendent are eligible for promotion to District Charges but in no province is any specific number of District Superintendentships at present reserved to be filled in this manner

The Government of India expressly reserve to themselves the right to resort to other methods of recruitment whenever they think it necessary to do so and to grade officers so recruited in the cadre of any province at their discretion whether for the purpose of regulating promotion or otherwise

Madras Presidency

	A Month Rs
1 Inspector General of Police*	on 2 500—100—3 000
5 Deputy Inspectors General (including the Commissioner of Police Madras City)*	2 on 1 800 3 , 1 500

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* *Science* —Credit will be given for lucidity orderly development and aptness of language deductions will be made for incoherence irrelevance obscurity slovenliness of expression and especially for bad grammar and the incorrect use of words and phrases Chemical symbols must be restricted to their proper function and not used as a shorthand symbol for the name of the substance

* These appointments are not set apart exclusively for members of the Police Department and the Government reserves discretion to fill them by the selection of any officers who are considered best fitted for them, whether in the Department or outside it

Appendix XVII (*continued*)

Madras Presidency—(*continued*)

		A Month
34 District Superintendents	2	1 200
	5 ,	1 000
	9	900
	8	800
	10	700
36 Assistant Superintendents	14	500
	14	400
	8	300

Bombay Presidency

		A Month
		Rs
1 Inspector General of Police*		on 2 500—100—3 000
1 Commissioner of Police (Bombay City)*		on 1 800
4 Deputy Inspectors General	2	1 800
	2	1 500
35 Districts Superintendents	2	1 200
	5	1 000
	9	900
	9	800
	10	700
33 Assistant Superintendents	13	500
	14	400
	6 ,	300

Bengal

		A Month
		Rs
1 Inspector General of Police*		on 2 500—100—3 000
1 Commissioner of Police (Calcutta)*		1,500—100—2 000
4 Deputy Inspectors General	2 on	1 800
	2 ,	1 500
46 District Superintendents (including 4 Deputy Commissioners of Police Calcutta)	2	1 200
	7 ,	1 000
	11	900
	12 ,	800
	14	700
46 Assistant Superintendents (including one Assistant Commissioner of Police Calcutta	17	500
	17	400
	12 ,,	300

United Provinces of Agra and Oudh

		A Month
		Rs
1 Inspector General of Police*		on 2,500—100—3,000
4 Deputy Inspectors General	2 on	1 800
	2 ,	1 500
55 District Superintendents	3 ,	1 200
	8 ,	1,000
	14	900
	14	800
	16	700
50 Assistant Superintendents	20	500
	20 ,	400
	10 ,	300

Punjab (including the North West Frontier Province and British Baluchistan)

		A Month
		Rs
1 Inspector General of Police, Punjab*		on 2 500—100—3 000
1 Inspector General North West Frontier Province*		on 2 000
4 Deputy Inspectors General	2 on	1 800
	2	1 500
41 District Superintendents	2	1 200
	6	1 000
	10	900
	10	800
	13	700
42 Assistant Superintendents	16	500
	16	400
	10	300

Burma

		A Month
		Rs
1 Inspector General of Police*		on 2 500—100—3,000
4 Deputy Inspectors General (including the Commissioner of Police Rangoon*)	2 on	1 800
	2	1 500
44 District Superintendents	2	1 200
	7 ,	1 000
	11	900
	11	800
	13	700
42 Assistant Superintendents	16	500
	17	400
	9	300

Bihar and Orissa

		A Month
		Rs
1 Inspector General of Police*		on 2 500—100—3 000
3 Deputy Inspectors General	1 on	1 800
	2	1 500
25 District Superintendents	1 ,	1 200
	4	1 000
	6 ,	900
	6	800
	8	700
25 Assistant Superintendents	9	500
	10	400
	6	300

Central Provinces and Berar

		A Month
		Rs
1 Inspector General of Police*		on 2 250—100—2 750
2 Deputy Inspectors General	1 on	1 800
	1 ,	1 500
27 District Superintendents	1 ,,	1 200
	5 ,	1,000
	7 ,	900
	7 ,	800
	7	700
24 Assistant Superintendents	10 ,,	500
	10 ,,	400
	4	300

Assam

		A Month
		Rs
1 Inspector General of Police*		on 2 250
12 District Superintendents	1 ,,	1 200
	1 ,	1,000
	3	900
	3	800
	4 ,	700
11 Assistant Superintendents	4	500
	4	400
	3 ,,	300

Annexure III

Extract from the Regulations as to the Physical Examination of Candidates for Appointments under the Government of India

[These Regulations are published for the convenience of candidates and in order to enable them to ascertain the probability of their coming up to the required physical standard But it must be clearly understood that the Secretary of State reserves to himself an absolute discretion to reject as unfit any candidate whom he may consider after hearing the opinion of his medical advisers, to be physically disqualified for the public service, and that his discretion is in no respect limited by these Regulations]

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* These appointments are not set apart exclusively for members of the Police Department, and the Government reserves discretion to fill them by the selection of any officers who are considered best fitted for them, whether in the Department or outside it

APPENDIX XVII (*continued*)

General Physical Requirements

I A candidate must be in good mental and bodily health and free from any physical defect likely to interfere with efficient performance of duty

II In the examination of candidates the Medical Board will apply the following table of correlation of age height and chest girth —

Age	Height without Shoes	Chest	
		Girth when Expanded	Range of Expansion
	Inches	Inches	Inches
19 to 21	62^{1} and under 65	35	2
	65 68	35	2
	68 70	35½	2
	70 72	36	2
	72 and upwards	36½	2½

III *Measurement of Height* —A minimum height of 5 ft 4 ins is imposed The candidate will be placed against the standard with his feet together and the weight thrown on the heels and not on the toes or outside of the feet He will stand erect without rigidity and with the heels calves buttocks and shoulders touching the standard the chin will be depressed to bring the vertex of the head level under the horizontal bar and the height will be noted in parts of an inch to eighths

IV *Measurement of Chest* —The candidate will be made to stand erect with his feet together and to raise his hands above his head The tape will be carefully adjusted round the chest with its posterior upper edge touching the inferior angles of the shoulder blades and its anterior lower edge the upper parts of nipples The arms will then be lowered to hang loosely by the side and care will be taken that the shoulders are not thrown upwards or backwards so as to displace the tape The candidate will then be directed to empty his chest of air as much as is possible This is best done by continuous whistling with the lips as long as sound can be produced. The tape is carefully gathered in during the process and when the minimum measurement is reached it is recorded. The candidate will then be directed to inflate his chest to its utmost capacity This maximum measurement will likewise be noted The girth with the chest fully expanded and the range of expansion between the minimum and maximum will then be recorded.

V The hearing must be good

VI The speech without impediment

VII The teeth in good order *i e* decayed or broken teeth must be properly stopped or crowned and deficient teeth replaced by artificial teeth where necessary for effective mastication

VIII The chest must be well formed the lungs and heart sound

IX Rupture hydrocele varicocele varicose veins in a severe degree or other condition likely to cause inefficiency will disqualify a candidate unless such condition is cured by operation

X The limbs feet and toes must be well formed and developed with free and perfect motion of all the joints

XI A candidate must have no congenital mal formation or defect likely to interfere with efficiency

XII A candidate must not be the subject of chronic skin disease

XIII Evidence of previous acute or chronic disease pointing to an impaired constitution will disqualify

Regulations as to Standard of Vision for the Indian Police Force

1 Squint or any morbid condition of the eyes or of the lids of either eye liable to the risk of aggravation or recurrence will cause the rejection of the candidate

2 The examination for determining the acuteness of vision includes two tests one for distant, the other for near vision The Army Test Types will be used for the test for distant vision without glasses except where otherwise stated below at a distance of 20 feet and Snellen s Optotypi for the test for near vision without glasses at any distance selected by the candidate Each eye will be examined separately and the lids must be kept wide open during the test The candidate must be able to read the tests without hesitation in ordinary daylight

3 A candidate possessing acuteness of vision according to one of the standards herein laid down will not be rejected on account of an error of refraction provided that the error of refraction, in the following cases does not exceed the limits mentioned viz — (*a*) in the case of myopia that the error of refraction does not exceed 2 5 D (*b*) that any correction for astigmatism does not exceed 2 5 D , and in the case of myopic astigmatism that the total error of refraction does not exceed 2 5 D

4 Subject to the foregoing conditions the standards of the minimum acuteness of vision with which a candidate will be accepted are as follows —

Standard I

	Right Eye	Left Eye
Distant vision	V = 6/6	V = 6/6
Near vision	Reads 0 6	Reads 0 6

Standard II

	Better Eye	Worse Eye
Distant vision	V = 6/6	V without glasses = not below 6/60 and after correction with glasses = not below 6/24
Near vision	Reads 0 6	Reads 1

Standard III

	Better Eye	Worse Eye
Distant vision	V without glasses = not below 6/24 and after correction with glasses = not below 6/6	V, without glasses = not below 6/24 and after correction with glasses = not below 6/12
Near vision	= reads 0 8	Reads 1

The existence of imperfection of colour sense does not necessarily disqualify but will be noted on the candidate s papers

N B —In all other respects candidates must come up to the standard of physical requirements laid down for candidates for commissions in the army

APPENDIX XVIII

OFFICIALS AND NON OFFICIALS WHO FURNISHED WRITTEN EVIDENCE TO THE ROYAL COMMISSION IN CONNECTION WITH THEIR ENQUIRY INTO THE POLICE DEPARTMENT BUT WHO WERE NOT ORALLY EXAMINED

1 Lieut W Marchant I S M.D (retired)
2 Mundri Shuja-ud din Khan.
3 Rai Bahadur Brojendranath Chatterji (late Superintendent Calcutta Police)
4 W J Doveton Esq District Superintendent of Police Bhamo Burma
5 D W Rae Esq District Superintendent of Police Magwe, Burma.
6 P M Burke Esq Deputy Superintendent Burma Provincial Police
7 Babu Umacharan Banerjee M.A. Principal (and Professor of Sanskrit and English) Burdwan Raj College
8 L F Morshead Esq I.C S Inspector General of Police Bihar and Orissa.
9 Rao Bahadur V Ramaswami Iyengar Avergal, Personal Assistant to the Superintendent of Police Guntur District Madras
10 The Indian Police Association, Provincial Branch, Madras
11 Messrs Vasudeo Rajaram Gupta and Chintaman Sakharam Deole on behalf of the Deccan Sabha, Poona
12 F H. Vincent Esq Deputy Director Criminal Intelligence Simla.
13 W B Manley Esq Acting District Superintendent of Police Dharwar Bombay Presidency
14 W R Dixit Esq Barrister at Law Nagpur
15 R R Shirgaokar Esq Esq B A. LL B Deputy Superintendent of Police District Kolaba Bombay Presidency
16 Babu Motilal Ghosh, Editor Amrita Bazar Patrika, Calcutta

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ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA

APPENDIX TO THE REPORT

OF

THE COMMISSIONERS

VOLUME XIII

MINUTES OF EVIDENCE

RELATING TO THE

REGISTRATION DEPARTMENT

Taken at Calcutta, Madras, and Bombay,

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ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

REGISTRATION DEPARTMENT

At Calcutta, Monday, 19th January 1914

PRESENT

THE EARL OF RONALDSHAY M P (*in the Chair*)

SIR MURRAY HAMMICK K C S I, C I E
MAHADEV BHASKAR CHAUBAL Esq C S I
ABDUR RAHIM Esq
M S D BUTLER, Esq, C V O C I E (*Joint Secretary*)

AHSAN UD DIN AHMAD Esq I S O Inspector General of Registration Bihar and Orissa

Written Statement relating to the Registration Department*

64 044 **(I) Methods of recruitment**—The latest rules regulating recruitment of sub registrars are contained in notification No 2229R dated the 7th March 1913 published at pages 222–223 Part II of the Bihar and Orissa Gazette dated the 12th idem †

These rules have not yet had a trial and it is too early therefore to make any comments on their suitability

Prior to the publication of these rules recruitments were made under the rules that had been in force in Bengal before the constitution of Bihar and Orissa as a separate province The old rules differed from the latest rules in the following material points —

(1) Commissioners were not required to confine their nominations to candidates belonging to families resident within their divisions or to consult district officers in making their recommendations

(2) The only educational test ordinarily recognised was the passing of the F A Examination of the Calcutta University no special recognition being given to passing the higher standard or final examination of the Arabic department of a recognised Madrasah as in the new rules commissioners had however the discretion as now to nominate candidates who although not possessing the ordinary recognised educational test had sufficient knowledge of English for the proper performance of the duties of sub registrar and whose claims appeared for particular reasons to deserve special consideration

(3) The minimum period of probation insisted upon was only six months (instead of two years as in the new rules) and there was no special provision for testing the new recruit s suitability to continue in the department on the expiry of the period of probation and prior to his confirmation

The competitive test for recruitment of candidates has never been applied in the Registration Department and both under the old and the new rules the system has been one of nomination This system has on the whole proved satisfactory

Since the reorganisation of the department in 1905 district sub registrars have invariably been appointed by selection from the higher grades of sub registrars although formerly direct appointments as district sub registrars (then known as special sub registrars) were also made The Inspector of Registration Offices is generally appointed by selection from among district sub registrars but members of the Provincial Civil Service are also eligible for this appointment

The system of appointing district sub registrars by selection from sub registrars has worked satisfactorily The post of Inspector of Registration Offices is the only prize at present available for good work to officers in the Registration Department and it is desirable to lay down a hard and fast rule that this post should always be filled by selection from among district sub registrars

64 045 **(II.) Systems of training and probation**—Probationers are attached to registration offices at headquarters stations of districts and learn their work under the guidance of the district sub registrars There are no special rules regulating how the training is to be imparted or prescribing any fixed duties to be performed by the probationers As however the work of the Department is not of a very complicated nature the average probationer generally picks up the requisite amount of knowledge within the period of probation The longer period of probation required by the new rules will help to give probationers a more thorough acquaintance with the Acts and departmental rules and the specific provisions that the district registrar will submit a report on the expiry of the probationary period as to the probationer s work and ability and that the probationer will not be confirmed if his work is found unsatisfactory are calculated to stimulate industry on the part of the probationer

64 046 **(III) Conditions of service**—The Inspector of Registration Offices and district sub registrars are gazetted officers Other sub registrars are treated for the purposes of the Civil Service Regulations as non gazetted ministerial officers

The conditions of service are regulated by the ordinary rules of the Civil Service Regulations

Besides their duties in the Registration Department sub registrars may under Bengal Government Political Department Notification Memorandum No

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* Mr Ahmad also put in a Statement of the corporate opinions of the officers of the Registration Department of Bihar and Orissa which has been printed as Appendix VIII

† They are reproduced in this Volume *vide* Appendix VII

1979P dated the 16th December 1905 be employed with the permission of the district registrar on certain miscellaneous works mentioned in that memorandum provided the performance of such duties does not necessitate long journeys from their offices or interfere with their regular office hours A copy of the memorandum is enclosed for reference* It has been complained that several of the items mentioned in this memorandum involve an amount of additional labour which it is not generally possible for sub registrars to undertake without detriment to their routine duties (*e g* Items Nos 2 3 16 23) and the duty of holding enquiries into unnatural deaths (item No 2) is generally resented as work of a repugnant nature

Sub registrars have however generally no objection to doing extra work as honorary magistrates appointment as honorary magistrates being generally felt as a recognition by Government of the position held by sub registrars in the eye of the general public

A short note explaining the constitution of the department and particularly the relations between officers of different denominations is appended *

64 047 **(IV) Conditions of salary** —The Inspector of Registration Offices draws pay at the rate of Rs 300 a month District sub registrars are divided into four grades as shown below —

Grade	Number in grade	Pay per mensem
I	1	Rs 250
II	1	225
III	3	200
IV	11	175
Total	16	

The subordinate sub registrars are divided into the four grades shown below —

Grade	Number in grade	Pay per mensem
I	10	Rs 150
II	23	125
III	31	100
IV	39	75
Total	103	

There are moreover 10 sub registrars in a lower grade on Rs 50 a month who who are utilised as a casualty and leave reserve Probationers are paid at the rate of Rs 20 a month

The scale of salaries is recognised to be inadequate and proposals for improving the pay and prospects of sub registrars are now under the consideration of Government

There are four sub registrars who do not draw any fixed salary but are paid by commission They are the remnants of a system that was in force before 1905 and did not elect the conditions of the salaried service As they retire their places will be taken by salaried sub registrars

64 048 **(V) and (VI) Conditions of leave and pension** —The conditions in the Registration Department in regard to leave and pensions are except in the case of commissioned sub registrars governed by the ordinary rules in the Civil Service Regulations In the case of officers paid by commission the registrars of districts and the Inspector General have between them the power to sanction their leave these officers are not entitled to any allowance during leave or to any pension or gratuity on retirement

The conditions regulating leave and pensions are on the whole fair and call for no modification but officers who were appointed under the old rules and have since elected to join the service under new rules should be given some compensation in addition to the pension earned by them since 1905

64 049 **(VII) Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of services into Imperial and Provincial.**—Except that district magistrates who are generally members of the Indian Civil Service and are Europeans are also the district registrars there are no limitations in the employment of non Europeans in the Registration Department and as a matter of fact the Inspector of Registration Offices and all district sub registrars and sub registrars are Indians The present Inspector General of Registration is also an Indian

The present practice of combining the duties of district magistrate and district registrar appears satisfactory and calls for no modification The only question of the employment of Non Europeans in the Registration Department that may arise is thus the same as that which arises in connection with the constitution of the Indian Civil Service and I need not therefore enter into it in this memorandum

Except as district registrars are concerned the Registration Department is a purely provincial service

The majority of officers in the Registration Department are natives of the province The annexed statement * shows for the various grades of district sub registrars and sub registrars the numbers of natives of the province natives of other provinces domiciled in Bihar and Orissa and natives of other provinces not so domiciled and within each such class the numbers of Hindus Muhammadans and others The present Inspector of Registration Offices is a native of the province and a Muhammadan

64 050 **(VIII) Relations of the Service with the Indian Civil Service and other Services** —As stated under Head VII district registrars are usually members of the Indian Civil Service In a few cases members of the Provincial Civil Service holding listed posts as district magistrate collectors are the district registrars

64 051 **(IX) Any other points** —Sub registrars are generally recruited from the best families of the province and occupy a high position in the estimation of the public it is very desirable that this should be so considering the nature of the work done by them

Previous to 1911 there was no authoritative ruling defining their status and it was generally believed by sub registrars and others that they were gazetted officers It has however been held in Bengal Government General Department Registration Branch letter No 569 dated the 28th January 1911 that sub registrars must be treated as non gazetted ministerial officers and this is felt as a grievance by members of the service many of them having accepted appointment as sub registrars on the belief that such appointment conferred the rank of gazetted officers It would seem to be desirable to treat sub registrars in future as gazetted officers as many desirable candidates would not otherwise come forward to accept these appointments

As stated under Head IV appointment as honorary magistrates is very much prized by sub registrars who do not object to the extra labour involved by such appointment feeling as they do that vesting with magisterial powers is a recognition by Government of the position held by sub registrars in the eye of the public

Exemption from the obligations to take out licences under the provisions of the Arms Act is another distinction very much coveted by sub registrars

The majority of sub registrars are I believe quite fit to discharge the functions of a magistrate and I do not think there can be any serious objection to exempting sub registrars from taking out licences for the possession of guns I also believe that the general tone of the service will improve considerably and the best class of men will be attracted to it if sub-registrars are treated in future as gazetted officers and are exempted from taking out gun licences and a larger proportion of them than at present are vested with magisterial functions

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* Not reprinted

* Not reprinted

The rates of travelling allowances admissible to members of the Registration Department under the ordinary provisions of the Civil Service Regulations are in many cases inadequate and some modification of the rules so far as this department is concerned would appear to be desirable The Inspector of Registration Offices who has to tour all over the province should in my opinion be allowed to draw the same mileage rate and daily allowance as is admissible to the Inspector of Excise performing functions of a very similar nature District sub registrars and sub registrars of the 1st and 2nd grades draw the same mileage rates as deputy magistrates and deputy collectors and should be allowed the same rate of daily allowance viz Rs 3 per diem, as is admissible to deputy collectors drawing 500 or less Third class rates admissible to sub registrars of the 3rd 4th and 5th grades and probationers are particularly objected to and I am in favour of their being allowed to draw 2nd class mileage rates and daily allowance Rs 3 per diem

Another complaint very often made by sub-registrars is the difficulty about house accommodation Since the reorganisation of the department in 1905 sub registrars are as much liable to transfers as members of any other service and cannot therefore go in for erecting their own houses Decent houses are not available on rent in the out of the way stations where many of the sub registrars offices are located and it would be a good thing if Government could see their way to building residential houses for sub registrars along with the office buildings that are now being erected at Government cost at many places for Government servants and charging them reasonable and equitable house rent

Mr A AHMAD called and examined

64 052 (*Lord Ronald hay*) Witness had been a member of the Statutory Civil Service for 31 years and had been in the Registration Department since the creation of the new province Formerly the department in Bengal was a separate department manned by a separate Inspector General but when the division took place the department was given one inspector 16 district sub registrars and about 106 rural sub registrars The registrars were paid according to a grade system The Inspector General received no allowance and had no personal assistant the work of the latter being done by the personal assistant of the Excise Commissioner under whom the department was placed Appointments rested with commissioners of divisions the Inspector General being consulted when necessary

64 053 In Bihar and Orissa there was only one Inspector of Registration Offices and he was the only officer in the department who was of the same standing as an officer of the provincial Civil Service The district sub registrars corresponded to deputy collectors in that they were gazetted officers but they drew pay ranging from Rs 175 to Rs 250 on a much lower scale In this respect they did not correspond to the deputy collectors

64 054 He approved of the present system of paying officers regular salaries instead of as formerly by commission on fees At the same time some rural sub registrars had complained that they had drawn more by commission. but there were very few of the sort left now The change was made because there was no proper safeguard to the work being done and because men could not be transferred from one place to another They were mostly appointed in places where they lived. Most of them agreed to accept the change The rule now was to establish a sub registry where the income would be sufficient to maintain an office The change increased the remuneration in certain cases but not in others It was considered by the Government that the class of people recruited would prefer the graded system

64 055 With regard to recruitment he had submitted recommendations to his Government on the subject but they had decided that the existing rules should be maintained for the present His suggestions followed the Bombay system in certain things One of the suggestions was that patronage should be taken out of the hands of the commissioners of divisions because the divisional commissioner was not under the registration rules an officer in authority and had no concern with registration matters On political ground however it was considered desirable that as he was the head of the division, all appointments should come through him. Formerly nominations were made by the collectors of the districts and were sent to the Inspector General direct who selected the best man.

64 056 If candidates were sufficiently acquainted with English and were able to read the books dealing with the law and the regulations and had sufficient acquaintance with the Arabic script to pass the test they could be nominated by the Government It was to benefit the Muhammadans and in order to prevent men of that class being deprived of their just claims that the rule was made for all sub registrars to pass the higher standard or the final examination of the Arabic department of a recognised Madrassah The registration records were kept in the Persian or Hindi script

64 057 It was necessary for the smooth working of the department that the post of inspector should be recruited from the department and not from the provincial service because the department had no prospects beyond that post He had urged on the Government that the area was too large for one man and had asked for an inspector for each division. A new scheme would be introduced on the 1st of April under which there would be only one inspector but his pay would be raised from Rs 300 to Rs 400 and the regrading of the sub registrars would be different A copy of that scheme had been sent in to the Commission He had suggested to the Government a rather liberal scale but the Government had retained the present scale but had altered the number in each grade There would now be three officers on Rs 250 instead of one five instead of one on Rs 225 five instead of three on Rs 200 and three instead of eleven on Rs 175 The leave reserve on the new scale was sufficient

64 058 District sub registrars should be treated in the same way as Deputy Collectors and should have the same privileges Their status and salary should be raised If the Government did not accept that proposition they should do away with district sub-registrars entirely and put in inspectors for each division That would reduce the expenses considerably and also give better supervision of the work of rural sub registrars

64 059 (*Sir Murray Hammick*) The income from registration was a little over six lakhs and the expenditure since reorganisation a little less than four lakhs

64 060 The registration of 2 000 documents per year was supposed to justify the appointment of a sub registrar in a district The district officer was one who should be in touch with every department No registration was done by the collector but appeals lay to him as district registrar His own proposal was that the joint magistrate or senior deputy magistrate should have the power of hearing appeals

64 061 (*Mr Abdur Rahim*) Muhammadans were not so numerous as they used to be in the department and he thought this was due to the system of recruitment in former days Some Inspectors General in Bengal followed the system of appointing Muham

madans in Muhammadan districts Hindus in Hindu districts and so on Others followed other systems and then it was left to the requirements of each place and the qualifications of the candidate The Government decided the question by preserving the race claims of every community The present rule was very elastic and enabled the Government to fill vacancies from different classes

64 062 The Inspector General being the head of the department ought to have the disposal of the appointments but the Government thought the present arrangement should continue whereby the Inspector General was always consulted though he had no power of nomination

64 063 Sub registrars were generally recruited from the best families of the province and he had made a rule that no ministerial officers should be appointed to the posts but only outsiders recommended by the commissioner

The witness withdrew

Babu TARAPADA GHOSH District Sub Registrar Bengal

Written Statement relating to the Registration Department being the corporate opinion of the Officers of the Registration Department Bengal

64 064—**(I.) Methods of recruitment**—*Inspectors of Registration*—Inspectors should be recruited by selection from among deserving district sub registrars

District Sub Registrars — District sub registrars should, as a rule be recruited by selection from among deserving sub registrars made by the Inspector General of Registration in consultation with the district registrars

Sub Registrars—Under the present system the district registrar and the Inspector General of Registration have no power of nomination The Inspector General of Registration as head of the Registration Department and the registrar as head of the district administration should have some power of nominating candidates for appointment as sub registrar especially in the case of the qualified sons of deserving officers of the department In no other department of the local government has the head of the administration been deprived of the power of nomination

64 065 —**(II) System of training and probation.**—*Inspectors and District Sub Registrars*—As inspectors and district sub registrars are to be appointed by selection respectively from among deserving district sub registrars and sub registrars no system of training or probation is necessary

Sub Registrars—On first appointment they should be attached to district headquarters offices as probationers to enable them to obtain an insight into the practical working of the department They should be required say within six months to pass a departmental examination in registration Stamp and Court fees Acts and certain sections of the Bengal Tenancy Act and the Civil Procedure Code and the rules and circulars of the department And no probationer is to be confirmed unless he succeeds in passing the departmental examination.

64 066—**(III) Conditions of service**—*District Sub Registrars*—District sub registrars should have the same status as members of the provincial Civil Service

Sub Registrars—Salaried sub registrars should be treated as gazetted officers within the meaning of the Government of India Resolution No $\frac{35 \text{ Pub}}{1701-18}$ dated the 8th November 1893 as they are in independent charge of offices and discharge duties involving much responsibility

The leave and casualty reserves viz 8 per cent and 4 per cent respectively of the total cadre of district sub registrars and sub registrars are insufficient and should be considerably raised viz to 12 per cent and 8 per cent respectively The present strengths are insufficient and render necessary the appointment of outsiders in filling leave and other temporary vacancies which is not desirable

64 067 —**(IV) Conditions of salary**—*District Sub-Registrars*—The number of grades should be reduced from four to three the pay of the last grade being not less than Rs 200 The salaries of the three grades may be Rs 200 or Rs 250 Rs 300 and Rs 350 or Rs 400 respectively

Sub Registrars—The pay of the first grade of sub registrars should be raised to Rs 175 or Rs 200 that of the fourth grade to Rs 100 that of the fifth grade to Rs 75 and that of probationers to Rs 50 having regard to the increased cost of living at the present day the position these officers should keep up and the responsibilities attaching to the posts of sub registrars

The numbers of appointments in the higher grades should be increased suitably so as to prevent a block in promotion The present grades are such that at the normal casualty rate an officer beginning at the bottom can hardly expect to reach the highest grade even of sub registrars before he retires in the usual course

64 068 **(V) Conditions of leave**—The Civil Service Regulations should continue to apply to all matters relating to leave

64 069 **(VI) Conditions of pension** —*District Sub Registrars*—District sub registrars who have been as such from before the reorganisation of the department in 1905 count their pensionable service from the dates of their appointment as special sub registrar (now called district sub registrar) their previous services as rural sub registrars paid by commission not counting towards pension.

District sub registrars who have been appointed as such after the reorganisation of the department in 1905 count their pensionable service from 1st October 1905 the date of the reorganisation.

This loss of the previous services rendered under the commission system is considered as a great hardship

Sub Registrars—Similarly sub registrars services count towards pension only from 1st October 1905 the date of reorganisation all their previous services under the commission system being lost to them

The opinion is unanimous that both the district sub registrars and sub registrars should in fairness be allowed to reckon towards pension the whole period of their service from the dates of their first permanent appointment in the Registration Department and that their services under both the salary and commission systems should count towards pension Sub registrars under the Commission system were debarred by Government orders from following other occupations and were virtually whole time servants of Government, and the sub registrars think that it is a real hardship that they should be deprived of the benefit of services rendered during the best part of their life As a large majority of the officers who were compulsorily graded with fixed salaries on 1st October 1905 and were thus brought under the operation of the Civil Service Regulations regarding retirement were then well advanced in years they will have to retire with gratuities or small pensions If the old order of things had prevailed they would have been allowed to serve as long as they could without being subject to any rule of retirement Compulsory retirement on gratuity or small pension is looked upon as a great hardship and extensions of service have to be granted creating a block in promotions It is thought that extensions would not be applied for if the concession mentioned above were granted And it may be mentioned that there are precedents in which through the liberality of Government other services such as those of Munsifs under the old regime of sub inspectors of schools under district and local boards, employees of the Khas Tahsil and Irrigation Departments have been allowed to count their past services under a non salaried system or under private bodies towards pension A reference to article 403 of the Civil Service Regulations will also show that certain officers have been allowed to add a number of years to their period of service qualifying for pension

There is yet another matter in which it is felt that a measure of liberality on the part of Government is called for

It is in regard to the reduction of pension which may be earned under article 478 of the Civil Service Regulations by $\frac{1}{40}$th for every year in excess of 30 at the time an officer s service becomes pensionable As the services of most of the district sub registrars and sub-registrars became pensionable at an age considerably over 30 it is submitted that they may be exempted from the operation of article 478 of the Civil Service Regulations for which there are precedents

64 070 **(IX.) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads —**

(i) District sub registrars should be styled deputy registrars, as they are the working deputies of the registrar

(ii) Sub registrars should be granted travelling allowance as second class officers as contemplated in Article 1002 of the Civil Service Regulations

(iii) District sub registrars and sub registrars should be exempted from the operation of the Arms Act

(iv) The ranks of the Provincial Civil Service and the Subordinate Civil Service should be thrown open to deserving officers of the Registration Department, and at least a few appointments should be made annually to these services by selection from among the registration officers

(v) Government should build quarters for sub registrars in the mufassal where great difficulty is experienced in obtaining suitable quarters Rent will be paid for such quarters by the sub registrars

Babu Tarapada Ghosh called and examined

64 071 (*Lord Ronaldshay*) Witness was district sub-registrar of the 24 Parganas, and had held the post since 1904 His salary was Rs 200 He had been a rural sub registrar from 1889 He appeared as representative of the department and not in a personal capacity

64 072 The work of the department consisted mainly of the registration of documents Every deed that had to be registered was registered by an officer of the department In 1912 after all the expenses of the department had been paid, there was a balance of over seven and a half lakhs of rupees

64 073 The old system of paying the registration officers by commission was given up for the following among other reasons Before 1891 an officer could engage in other pursuits and do registration work at his leisure and consequently respectable men took up the work and exercised a great influence upon the society around them In 1891 however they were put under the same restrictions as members of the provincial services and were prohibited from practising as pleaders or following any other profession Consequently the same class of men did not come forward and a regular graded service was instituted The work had also increased and young men of energy were required

64 074 He objected to nominations for appointments being made by commissioners of divisions as they were not concerned with the department and had more important business to attend to The Inspector General was much better able able to know the kind of man required for a particular post and it was really an anomaly that he should have no part in recruiting for his department The commissioner so far as he knew very seldom consulted the district registrar when nominating a candidate for appointment Nominations should be made by the Inspector General in consultation with the district registrars and appointments should be made by Government

64 075 The Inspector General was generally a Provincial Civil Service officer as also his personal assistant The personal assistant however should be a meritorious district sub registrar as he ought to have a thorough knowledge of all the details of the department

64 076 In Bengal there were three inspectors but the number had been found inadequate and one more at least was required It was very difficult to inspect more than 80 offices once in a year and there were nearly 400 in the province

64 077 The present registrar of Calcutta drew Rs 400 A thoroughly experienced and energetic district sub registrar should be selected as inspector but the duties of the latter were so irksome that the initial pay of Rs 300 seemed to be inadequate It ought to be raised to Rs 400 The inspectors and registrar of Calcutta should as now be officers belonging to the service Formerly there were two inspectors only but since the reorganisation there had been three

64 078 District sub registrars were gazetted officers but rural sub registrars were not The appointments of the latter were published in the Gazette (but in respect of other matters they were not treated as gazetted officers) District sub registrars enjoyed all the privileges of gazetted officers except that their pay was poor they were not exempted from the operations of the Arms Act they did not get the same travelling allowance and they were not given a house to live in

64 079 Under the present state of things a time scale would be a better method of payment than a graded scale

64 080 When a probationer was appointed he was first sent to the district office and then made to work in short vacancies but that was not sufficient There should be a departmental examination before men were confirmed as sub registrars They had to deal with numerous laws and if they did not learn their work at the beginning of their career they would never master it

64 081 There was a great difficulty in filling up leave vacancies by departmental officers and sometimes outsiders had to be appointed in such vacancies The leave reserve should be increased to 12 per cent

64 082 He had been specially asked by the old officers of the department to appeal to the Commission to consider the matter of counting previous service towards pension Their case was very hard and Government had in some way recognised it and sometimes gave them extensions up to 65 years of age It was very hard on the department and there was much discontent

64 083 (*Mr Abdur Rahim*) The ranks of the Provincial and Subordinate Civil Service should be thrown open to members of the department as used to be the case in Eastern Bengal The point had been discussed with the Government but no appointments had been made Experience in the Registration Department would be of great value in the provincial or subordinate services because many members of the department now worked as honorary magistrates and had to deal with many of the acts which members of the public services had to deal with At the present time the district sub registrars heard appeals and with their special knowledge of registration and of the people of the mofussil they would be of great use in judicial work

64 084 There were men in the department with high qualifications some being graduates In the old days some of the best men of the provincial service were those who had been recruited from the Registration Department There should be a rule that at least one should be so recruited every year from the Registration Department in the provincial executive service

64 085 (*Mr Chaubal*) It was not true to say that the department was open to suspicion in the estimation of the public as the public had very great confidence in the officers The position of a registering officer was one of great trust and responsibility

64 086 (*Sir Murray Hammick*) The older officers when they came into the service understood they were not to have a pension but they were given to understand that they would work as long as they were able to do the work and at the same time they were able to do other work as well and they were not subject to transfers

64 087 At present registration officers were sent out on inquiries under the Criminal Procedure Code but that did not inconvenience the public as they had always to give certain hours in the day to registration

The witness withdrew

At Madras, Monday, 26th January 1914

PRESENT

THE EARL OF RONALDSHAY M P (*In the Chair*)

SIR MURRAY HAMMICK K C S I C I E
SIR THEODORE MORISON K C I E
MAHADEV BHASKAR CHAUBAL Esq C S I
ABDUR RAHIM Esq

M S D BUTLER Esq C V O C I E (*Joint Secretary*)

M R Ry C SARVOTHAMA RAO Avargal I S O District Registrar of Assurances Tanjore District

Written statement relating to the Registration Department

64 088 I consulted all the district registrars on the subject except the two district registrars who have also been appointed as delegates I have had the benefit of perusing the memorandum drawn up by one of them The views set out below represent the opinion of the general body of the district registrars

64 089 **(I) Methods of recruitment** of District Registrars —Sub registrars and district registrars constitute one service District registrars are recruited with rare exceptions from sub registrars and this system must continue Selection for district registrarships must be made from *graduate* sub registrars of good character and efficiency and no departure must be made from this As four district registrarships were recently abolished the number of appointments is now 20 the number of sub registrars being so large as 491 the recruitment of district registrars must be confined to sub registrars with the necessary qualifications according to strict seniority Departures from this practice in recent years has caused very great discontent among the large body of sub registars

64 090 **(II) System of training and promotion.** —District registrars are required to have passed the Account Test and the Civil Judicial Test Senior sub registrars who have passed these tests are now appointed as sub registrars joint with district registrars in respect of registering documents arising within the sub district over which the district registrar holds jurisdiction. The joint sub registrar also assists the district registrar in the routine work of the office This affords to the joint sub registrar opportunities for posting himself in the duties of a district registrar Sub registrars appointed as district registrars are generally on probation for one year This system may continue

64 091 **(III) Conditions of service** —District registrars are required to serve in any district to which they are posted There are no other conditions attached to the service They are prohibited from being employed in the districts in which they hold landed property This restriction may be removed

64 092 **(IV) Conditions of salary**—There are 20 district registrars and they are divided into six grades as noted below —

	Rs
1 on first grade	500
2 on second grade	400
4 on third grade	350
4 on fourth grade	300
5 on fifth grade	250
4 on sixth grade	200

The duties of a district registrar are very responsible A large number of sub registrars is placed under him The administrative work connected with this supervision is very heavy The registrar has to inspect thoroughly each sub registrar s office in his district once a year in connection with this work he has to be in camp in all months of the year except February when annual accounts and administration reports have to be submitted and December Inspection of sub registrar s offices is a very important work and the Government has been insisting on adequate inspection by district officers and the head of the department Revenue officers were relieved in 1912 of the duty of inspecting sub registrars offices and it has become necessary for district registrars to make frequent inspections of sub registrars offices District registrars are often consulted by parties as regards documents of high value and complicated transactions and advice is freely given such documents are preferably presented for registration in the district registrars offices Besides the audit of the registration revenue the audit of the general stamp duty paid on the documents registered in the district which amounts to several lakhs of rupees a year is done in the district registrar s office under his supervision and the registrar is required to check in person 10 per cent of these items One of the district registrars is an inspector of registration offices he is attached to the office of the Inspector General of Registration Under the Inspector General s orders he has to inspect any sub registrar s office in any part of the Presidency and he has subject to the same orders to make inquiries into the conduct of sub registrars The work is very exacting and delicate likely to lead to conflicts with the district registrar the officer must be of superior status with an adequate salary and emoluments in view of the exacting nature of the work and the discomforts attendant on incessant travelling and worry The duties of a district registrar are thus very onerous and not less exacting than those of the divisional officers of the revenue &c departments Prices of all articles have considerably risen and living has become very costly The last grade pay must not be less than Rs 250 and that of the first grade not less than Rs 600 The pay of the inspector must be above Rs 600 The pay of the intermediate grades must be suitably raised. From the inception of the department one of the district registrar s emoluments amounted to Rs 500 plus commission on the collections of his office up to Rs 200—both pensionable—up to 1882 in the latter year the commission was reduced to Rs 100 and even this was done away in 1899 Thus while in all other departments of service there was an increase in salaries there was a reduction in this department in spite of increase in work

64 093 **(V) Conditions of leave** —Furlough leave is rarely availed of Privilege leave may be permitted to accumulate to six months and larger leave allowances may be granted during medical and furlough leave

64 094 **(VI) Conditions of pension** —Officers may be permitted to retire voluntarily on completing 25 years service without medical certificates when they attain 50 years of age Officers generally live up to their income and save very little In the case of officers who have completed the service entitling them to full pension and who die before they retire or within a short time after retirement some compassionate allowances or a small pension may be granted to their widows or minor children

64 095 **(VII) Such limitations as may exist in the employment of non Europeans and the working of the existing system of division of service into Imperial and Provincial** —There are no limitations as to the employment of non Europeans in the department A good knowledge of the vernaculars is very necessary for efficient discharge of work The officers of this department do not belong either to the Provincial or Imperial service

64 096 **(VIII) Relations in the service with the Indian Civil Service and other services** —There is nothing special about the relations of the service with the Indian Civil Service and other services Advice of the district officers is sought when new registration sub districts are constituted or transfers of villages from one sub district to another are proposed

64 097 **(IX) Any other points within the terms of the reference to the Royal Commission not covered by the preceding heads** —The receipts from registrations in 1910 and 1911 amounted to Rs 19 21 and 19 89 lakhs of rupees During the same period the direct expenditure together with the cost of stationery printing and binding and the outlay on buildings amounted to Rs 14 56 and 13 43 lakhs The surplus of receipts over expenditure was 4 65 and 6 46 lakhs of rupees This expenditure does not include the cost of supervision in the Government Account and Public Works offices and pensions paid Including those indirect charges which may be roughly taken at a lakh of rupees a year the surplus amounted to Rs 3 65 and 5 46 lakhs in the two years in addition to the large accumulations of the previous years The Government of India have repeatedly remarked that ‘registration receipts are not to be primarily regarded as a source of revenue It is feared that this principle is not always kept sufficiently in mind While calling attention to the great improvement to be expected from the extension of special departmental agency the Government of India desire to impress upon the Local Governments and Administrations the fact that this expectation will not be realised unless the officers employed be assigned competent salaries and the staff be organised in such a way as to offer sufficient prospects of promotion and advancement In no other way can zealous efficient and contented men be attracted to the department It will be in accordance with the sentiments expressed in the above quotations to comply with the suggestions made in the memorandum to advance the status of the officers of the department who are doing hard work with zeal

M R Ry C SARVOTHAMA RAO Avargal called and examined

64 098 (*Lord Ronaldshay*) The witness was district registrar in the Madras Registration Service The service consisted of an Inspector General of Registration who was also the Registrar General of Births Deaths and Marriages one Inspector of Registration Offices and one personal assistant to the Inspector General both of whom were district registrars and 18 other district registrars in six grades ranging from Rs 200 to Rs 500 a month There was also a large number of sub registrars on salaries of from Rs 50 to Rs 150 The inspector drew pay as a district registrar and had no special allowance

64 099 The district registrars had to register documents within a certain jurisdiction and they had an assistant called a joint sub registrar who did a portion of the registration work The district registrar was the head of the district and had to supervise the sub registrars under him and had to go out on inspection almost every month He was expected to inspect all the offices in his district at least once a year He had also to hear appeals from orders passed by sub registrars Fees were paid for registration and out of 20 lakhs of income there was a surplus of eight lakhs, so that the department was run at a profit to Government

64 100 The district revenue officers had no authority over the district registrars and exercised no registration powers themselves The whole of the registration work had been taken off the shoulders of the district officers by the department

64 101 District registrars were generally recruited from sub registrars and that should continue In recent years certain clerks from the Inspector General s office had been directly recruited to district registrarships They were appointed without going through the grade of sub registrar Also some sub registrars had been taken into the Inspector General s office where they had risen rapidly and had superseded officers in the senior grades of sub registrar All district registrars should be promoted from sub registrars District registrars rose to that position at the age of nearly 50 as there were so many sub registrars

64 102 It would be more satisfactory to the officers if they were paid on an incremental scale

64 103 Sub registrars were recruited between the ages of 22 or 23

64 104 A pension was asked for after 25 years service because there were no prospects for the officers and the work was very responsible although not arduous It certainly was not service that would wear a man out at the end of 25 years

64 105 Most officers would prefer an increased pension at the end of 30 years to the present pension at the end of 25 years

64 106 (*Sir Theodore Morison*) Under the present orders no registration officer could be employed in a district in which he held landed property but revenue officers were frequently employed in such circumstances, and he saw no reason why such a distinction should be made The possession of property did not in any way prejudice the work of registrars

64,107 A portion of the profit derived from the work should be devoted to increasing the salaries of officers and the whole of it should not go to the reduction of the registration fees which were slightly reduced some three or four years ago Since the reduction the income had increased again There was room for further reduction of fees but the officers by whose labour the income was earned should have some consideration

64 108 (*Mr Chaubal*) If a sub registrar put more heart into his work he would be able to produce a larger income for the Government and it was on that account that the original scheme of paying sub registrars by fees was introduced That practice had now ceased There was no complaint on the part of the department at the commission being taken away When the fees were taken away the salaries were not improved but the grades were revised

64 109 Sub registrars were liable to have their work inspected by three different officers The inspections of the Inspector General were beneficial The inspector was sent to offices under the orders of the Inspector

General The district registrar had to inspect every office at least once a year or more frequently if he cared to do so

64 110 (*Sir Murray Hammick*) There was no difficulty in obtaining sub registrars but they became disconnected when blocked for promotion They were almost all graduates They did not get sufficient pay in the latter part of their service and they wished this remedied There was also discontent when an officer of higher grade in charge of a district was inspected by an inspector junior to him in service also because sub registrars were not taken as stationary sub magistrates

64 111 As district registrar of Tanjore he had 34 sub registrars under him but in other districts the number would be about 25

The witness withdrew

At Bombay, Monday, 9th February 1914

PRESENT

THE EARL OF RONALDSHAY M P (*in the Chair*)

SIR MURRAY HAMMICK K C S I C I E
SIR THEODORE MORISON K C I E
MAHADEV BHASKAR CHAUBAL, Esq, C S I
ABDUR RAHIM Esq

And the following Assistant Commissioner —

C N SEDDON Esq, I C S, Inspector General of Registration Bombay

M S D BUTLER Esq C V O C I E (*Joint Secretary*)

K B PRADHAN Esq Inspector of Registration, Bombay

Written Statement relating to the Registration Department

64 112 **(I) Methods of recruitment** —The method of recruitment in the case of each class of officers in the department is given below

Inspector General of Registration —The Inspector General of Registration is a member of the covenanted Civil Service

District Registrars —They are collectors *ex officio* and members of the covenanted or statutory Civil Service

Superintendents of Land Records and Registration —These officers are members of the covenanted or Provincial Civil Service but they do not properly belong to the Registration Department Their appointments as Superintendents of Registration are meant to assist the Inspector General of Registration in the inspection of district registrars offices

Inspectors of Registration —These officers are recruited by selection from efficient sub registrars or at times from among the clerical establishment attached to the offices of the Inspector General of Registration or Sub Registrar of Bombay

Sub Registrars —Sub registrars are appointed from among the clerical staff in the various offices under the control of the Inspector General of Registration or from probationer sub registrars,

Probationer Sub Registrars —Probationer sub registrars are selected from persons—

(*a*) who belong to loyal and respectable families
(*b*) who are fairly well educated.

N B —In making selections regard is had to the desirability of distributing appointments equitably among different races and castes

Suggestions for the consideration of the Commission

Inspector General of Registration —This province stands next to Bengal and Madras in point of income the number of registration operations offices and men employed in the department &c The post of Inspector General of Registration is held in Bengal since 1892 and in Madras for some years past by Indians (in Madras it is at present held by an uncovenanted European officer) who are members of the Provincial Civil Service In Bombay it does not appear feasible that an Indian can be appointed to the post unless a special appointment for a convenanted civil servant is created entrusting to him the duties of the Director of Land Records and Settlement Commissioner There is another circumstance in Bombay and it is that collectors who are members of the covenanted Civil Service are *ex officio* district registrars and it is therefore appropriate that the appointment of Inspector General of Registration should continue to be held by a civilian unless full time district registrars as in Madras are appointed in Bombay In Bengal district magistrates are *ex officio* district registrars and the Inspector General is an Indian—a member of the Provincial Civil Service, but the district registrars there exercise only the appellate powers all the executive functions of a district registrar being discharged by district sub registrars specially selected from competent outsiders or from efficient sub registrars In Bombay the staff of sub registrars is not at present recruited on proper lines and there is not enough calibre and equipment to take up the duties of district resgistrars Collectors therefore may continue until better times as district registrars and the Inspector General of Registration also may remain a member of the covenanted Civil Service

District Registrars —Collectors and a deputy commissioner (in Sind) and in some cases political officers are district registrars and they may continue as such

Superintendents of Land Records and Registration -These appointments are intended to assist the Inspector General of Registration in the inspection of district registrars offices and a clerk is provided at the time of inspection from the establishment of the Inspector General of Registration At present the Inspector General of Registration generally visits all the headquarter stations of the districts and inspects personally offices of district registrars During the last two years or so the superintendents have not been asked to examine a single district registrar s office Superintendents of Land Records and registration are thus nominally superintendents of registration and they may in future be designated as Superintendents of Land Records

Inspectors of Registration — These appointments may as at present continue to be recruited from sub registrars but the appointments may be filled up by selection and not by seniority having due regard to the merits qualifications character and past work of the person selected The selection may be ordinarily limited to the first four grades of sub registrars

Sub Registrars —A certain proportion has been laid down with the concurrence of Government for the recruitment of sub registrars viz 11 probationers three sub registrars karkuns and four other subordinates of the department for the average annual vacancies of sub registrars which come to about 18 in number The proportion is sound in principle and there is no reason to disturb it The only other principle which may be suggested and which is now ordinarily followed in practice is that the promotion of purely vernacular knowing sub registrars may unless there is something to commend them for special notice be limited to the grade of Rs 100 per month A further desirable reform is in the direction of recruitment in the lower grades of sub registrars of graduate and undergraduate probationers A graduate probationer after completion of his period of training and probation should start with a salary of Rs 50 both in the presidency proper and in Sind. An undergraduate probationer should start with a salary of Rs 40 but after three years service in his grade he may be promoted to Rs 50 irrespective of his rank in the grade in which he started his career as sub registrar A vernacular knowing sub registrar should start in the lowest grade in the presidency proper and Sind and should get his promotion in the ordinary course These proposals if carried out will attract persons of super or educational qualifications to the service whose characters are moulded by the education they have obtained and the general tone of service will improve under the management of persons possessing higher educational qualifications which is a much needed reform in the department The number of vacancies in the last two grades in each division the average annual vacancies of sub registrars in each division and the number of years required to cross each grade are shown in the table given below —

Division.	Number of appointments	Vacancies	Number of years required
VIII *Grade*			
Gujarat	13	3	4
Marathi	49	10	5
Kanarese	15	3	5
Sind	7	2	4
VII. *Grade*			
Gujarat	11	3	4
Marathi	38	10	4
Kanarese	13	3	4
Sind	9	2	4

This will show that ordinarily eight to nine years are required to cross the last two grades which is not quite a desirable condition of things in the case of persons of higher educational qualifications No proof is required to show that the service does not attract a sufficient number of graduates for though the system of employment of probationer sub registrars is in force since the year 1907 there are only 14 graduates at present working in the cadre of sub registrars and probationer sub registrars Unless some such measures as proposed above are introduced the discontent pervading the existing ranks of graduates owing to stagnation of promotion will not disappear and the difficulty now felt in attracting a sufficient number of well educated persons will not be overcome

Probationer Sub Registrars —As there is a somewhat fixed principle for the recruitment of sub registrars there should be a fixed principle for the recruitment of probationers At present the number of probationers is fixed by Government at 15 This number should suffice for the ordinary requirements of each district as it has not been considered inexpedient in Bombay to appoint sub registrars karkuns in leave vacancies of sub registrars In very few cases leave of a longer duration than the ordinary privilege leave—maximum period of which at one time is three months —is asked for and there seems apparently no objection to fill the leave vacancies by the temporary appointment of karkuns When arrangements to fill up the leave vacancies are made as stated above the number of probationers viz 15 is adequate The recruitment may however be as follows —

Eight graduates of the University
Four undergraduates who have passed some university examination above the matriculation
Three matriculates and school final men

64 113 **(II.) Systems of training and probation.**—(*a*) The subordinate staff get the necessary training and equipment in the course of their official duties It is only in the case of probationer sub registrars that a course of training is prescribed After the probationer sub registrar has undergone this course of training he is required to pass a departmental test in the prescribed text books Not less than 75 per cent of the total marks are required to pass the examination and having passed this examination the probationer sub registrar is appointed a sub registrar

(*b*) The period of probation prescribed for a probationer sub registrar is six months before he is held eligible to appear at the departmental examination and he has further to continue in his appointment as a probationer until he gets a *pucca* sub registrarship in his turn A sub registrar appointed for the first time either from the ranks of probationers or by selection from the subordinate ranks of the department has to remain on probation from one year before he is confirmed in his appointment as sub registrar Confirmation depends on the approval of his work by the registrar of the district

Suggestions for the consideration of the Commission —No reform is suggested under this head

64 114 **(III) Conditions of service** —All the stops in the department including the prize posts which are very few may be kept open as hitherto to the experienced and deserving members of the department

2 Certain improvements are desirable in the conditions of the inspecting service of the department and also the sub registrars

(*a*) *Inspectors of Registration* —Inspectors of registration are six in number one of whom works as head assistant to the Inspector General of Registration They have got heavy and extensive charges as shown below —

Division	Number of Districts	Number of Offices
1st	6	51
2nd	4	49
3rd	4	50
4th	5	55
5th	7	42 *plus* 10 *ex officio* Sub Registry offices

It is always a difficult task for the inspector to examine every office in his charge every year The departmental rules require him to visit as far as possible every office in his charge annually and he has to do it at the cost of his health He cannot finish his inspections unless he travels all the year round including the monsoon months This state of things is not as it should be The charges may be revised each inspector being placed in charge of three or where the districts are small four districts This reform was suggested to Government some time back by the Honourable Mr Curtis when he was in charge of the post of Inspector General of Registration but the proposals made were contingent on the abolition of the Village Registration Department savings effected on the abolition of that department being proposed to be utilised towards creating additional appointments of inspectors The Village Registration Department is abolished only experimentally and the proposal has remained in abeyance The details of these proposals are given under head IV Under Government Resolution Political Department No 3277 of 1903 inspectors of registration of the several grades rank with Mamlatdars of corresponding grades Mamlatdars are now gazetted officers and have been appointed members of the Provincial Civil Service It is suggested that inspectors of registration of divisions in this department should also be declared as members of the Provincial Civil Service and appointed gazetted officers There are only two gazetted appointments in this department viz the two sub registrars of Bombay and it will not be too much to add a few more considering the status and position of the inspectors as divisional officers of the department The two Bombay sub registrars and the personal assistant to the Inspector General of Registration should also be members of the Provincial Civil Service

2 There is a congestion in the two lower grades of sub registrars and paucity of appointments in the higher grades which blocks promotion to a certain extent This may be removed and the condition of sub registrars service improved

64 115 **(IV) Conditions of salary**

Suggestions for the consideration of the Commission

Sub Registrar and Joint Sub Registrar of Bombay —The salaries of the joint sub registrar and sub registrar of Bombay were in view of the importance of the posts and conditions of living in Bombay originally proposed at Rs 300—20—400 and Rs 500—20—600 respectively The proposals were approved by the Government of Bombay but finally the salaries came to be fixed at Rs 250—20—350 and Rs 400—20—500 respectively These posts may in future be posts of fixed salaries of Rs 350 and Rs 500 respectively as the holders of the topmost posts generally reach that stage at an advanced age and to earn full pension on the maximum salary they have to remain eight years in their appointments *i e* five years to earn the full maximum salary and three years to earn full one half pension on the maximum amount This means that the right to earn full one half pension on the amount of maximum pay is almost as a matter of course denied to them This is rather a hard case for officers of Government who by hard work good character and special merits have risen to the top of the department and naturally aspire to get their full share of the well earned pension. Bombay is an equally important place with Calcutta and Madras and the living in Bombay is dearer at least than that in Madras The sub registrar exercises all the powers of a registrar except that of hearing appeals and if the pay of the posts of the registrars of Calcutta and Madras is raised to Rs 600 per mensem it is suggested that pay of the senior Bombay post may similarly be raised

Inspectors of Registration —As stated under head III the number and pay of the inspectors require revision and the following cadre is proposed for consideration —

Number of appointments	Salary per month
	Rs
1	350
2	325
3	300

The pay of the 1st grade sub registrar in this province is Rs 200 and one higher grade of Rs 250 is proposed to be added to the existing cadre Inspectors should therefore start with a salary of Rs 300 and the grades proposed are arranged in conformity with salaries (Rs 300 to 500) paid to these officers in other provinces They are also fixed with due regard to the income of the Department in this Presidency as compared with the income of other provinces The number proposed will moreover reduce the charges of the inspectors so that each inspector will have under his control about 40 to 45 offices as shown below —

Division.	Districts	Appointments	No of Offices
Marathi	10	3*	43 42 41
Gujarat	5	1	37
Kanarese	4	1	32
Sind	7	1	52†

* Two in charge of three districts and one in charge of four districts

† Out of which 10 are small offices held by Mukhtyarkars Head Munshis as *ex officio* sub registrars

Personal Assistant to the Inspector General of Registration —It is suggested that the post of the head assistant to the Inspector General of Registration now graded with inspectors may be abolished and a post of personal assistant to the Inspector General of registration may be created This post should not be one of the cadre of inspectors but may be a post of a fixed salary of Rs 400 per month The assistant to the Inspecter General of Registration has to perform administrative and other duties of much importance which require a person of sufficiently high calibre and equipment having mature knowledge and experience of the department He has heavy duties to perform compared with the duties of an inspector—duties which are exacting and involve great responsibility

Inspector General of Registration in this Presidency had a personal assistant before 1887 whose salary then was Rs 250 per month The Honourable Mr G S Curtis when Inspector General of Registration had proposed to revive the post of the personal assistant on a salary of Rs 350 per mensem A similar note to increase the pay of the post of the present head assistant has been left on the records of the Inspector General s office by Mr F G Pratt when he held the post of Inspector General of Registration Inspector General of Registration in all the other provinces—except the minor provinces of Punjab and Burma—is assisted by a personal assistant who is paid—in Madras and Bengal—a salary of Rs 500 per month The appointment is more necessary in Bombay in view of the importance of the province and in view of the fact that the Bombay Inspector General of Registration is also the Settlement Commissioner and Director of Land Records and has heavier duties to perform than the Inpectors General elsewhere

Sub Registrars —Sub registrars in this province as at present constituted are not sufficiently able to perform the duties which are expected of District Sub Registrars in Madras and Bengal No grade of District Sub Registrars is therefore needed at present in Bombay but to remove the present stagnation of promotion and to attract a better class of officers who will eventually be able to take up the duties of district sub registrars and thus to relieve the present collector district registrars of a greater portion of their duties which they have to perform in addition to their heavy and multifarious duties as collectors improvements in the cadre of sub registrars are suggested for the consideration of the Commission

Probationer Sub Registrars —Probationer sub registrars in Sind who are paid at present Rs 20 may be paid at the rate of Rs 25 as in the Presidency proper They are only two in number and the total increase in cost on their account will only be Rs 10 per mensem or Rs 120 per year

64 116 **(V) Conditions of leave** —(1) Privilege leave may be allowed to accumulate to six months

(2) The interval of not less than 18 months which should elapse under the present rules between privilege leave of over six weeks duration and furlough might be abolished

(3) The period of service required to entitle an officer for furlough might be reduced from 10 years to 8 years

(4) Under Article 335 Civil Service Regulations the absentee allowances are regulated on the principle that no extra cost is borne by Government This limitation works harshly on subordinates drawing pay less than Rs 100 There should therefore be a fixed principle that an absentee may never get less than half the pay of his appointment Help of some kind is needed in case of illness &c and by the rules in force at present the absentee is materially a loser if the arrangements made in his absence leave him only a small residue of his pay

64 117 **(VI) Conditions of pension** —(1) Full pension may be paid after 25 years service instead of after 30 years service as at present

(2) The period of voluntary retirement may be at the age of 50 or after 25 years service and compulsory retirement at the age of 55 This will leave room for juniors to get promotion and will be an indirect way of removing much of the discontent which arises owing to block of promotion in Government service

(3) Commutation of pension for a lump sum admissible under rules sanctioned in Government Resolution Financial Department No 3416 dated 22nd October 1912 (Appendix 10 Civil Service Regulations) may be allowed for half the amount of pension instead of quarter as at present wherever Local Government is satisfied that the residue of half pension is sufficient for the pensioner to live according to his position and station in life Government servants have to live according to the position attaching to the post they hold in Government service and are hardly able to lay by sufficient savings to provide for their family and to pass their days of retirement happily An arrangement like the above to pay a lump sum on retirement will be a distinct boon conferred by Government on their servants who had spent their lives in Government service

One more point which I have been specially asked to place before the Commission is that the services of the sub registrars karkuns prior to 1907 *i e* prior to the year when they were declared Government servants should be made pensionable These karkuns were originally remunerated by sub registrars from out of their fee commissions and their service which was not service under Government was not recognised as pensionable When the system of remuneration of sub registrars partly by fixed salaries and partly by fee commission was abolished in 1907 and sub registrars were all made salaried officers of Government the karkuns also were paid by Government and became Government servants There are now several karkuns and sub registrars appointed from the ranks of karkuns whose greater part of the service is non pensionable and who are labouring under a disadvantage in the matter of pension Their grievances in the matter of pension are being redressed to a certain extent by the Inspector General of Registration by recommending each case as it arises to Government for an exemption from the operation of Article 478 (*a*) Civil Service Regulations but it is only a partial relief afforded to them The Inspector General is helpless under the rules to grant a further relief and they have therefore elected to approach the Commission on this point through the representative witness In Sind excepting two appointments the sub registrars were remunerated only by fee commission prior to 1907 and their services were then not pensionable These sub registrars may also be given the advantage to count for pension the period of service prior to 1907

64 118 **(VII) Such limitations as may exist in the employment of non Europeans, and the working of the existing system of division of services into Imperial and Provincial**—(1) There are no limitations which exist in the employment of non Europeans except as district registrars and Inspector General of Registration who are members of the covenanted Civil Service A non European who is a covenanted civilian can however, get any of these appointments Until the conditions of recruitment are changed in this province the limitations to appoint district registrars and Inspector General of Registration from the ranks of covenanted civil servants may continue

(2) The service is wholly provincial and a distinction such as (1) Imperial and (2) Provincial is not required

64 119 **(VIII) Relations of the service with the Indian Civil Service and other services**—There is nothing special as regards relations of the services of this department with the Indian civil services and other services Collector district registrars and Inspector General of Registration who are members of the Indian Civil Service are guiding the department on proper lines

64 120 **(IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads**—The following are some of the suggestions which the different services of the department have urged me to place before the Commission They are —

(1) Sub registrars who pass requisite judicial tests may be appointed honorary magistrates as in other provinces

(2) Sub registrars being officers of some status may be considered officers of the second class for the purposes of travelling allowance irrespective of their pay as has been the case with assistant deputy educational inspectors in this Presidency

(3) Officers of the department who have acquired good reputation by their work character and integrity may be given their due share of titles At present recipients of titles are mainly to be found among the revenue and judicial services only and other services of Government have a standing grievance in this respect which may be removed

Mr K B PRADHAN called and examined

64 121 (*Lord Ronaldshay*) Witness was head assistant to the Inspector General of Registration with a permanent salary of Rs 200 and his acting salary as joint sub registrar of Bombay was Rs 250 The department consisted of an Inspector General of Registration who was a member of the I C S and had other duties to perform as well district registrars who were the collectors of the districts and only part time officers six inspectors with salaries from Rs 150 to Rs 225 whose duties were to inspect the work of the sub registrars two specially paid registrars in Bombay on Rs 250 to Rs 350 and Rs 400 to Rs 500 and sub registrars from Rs 40 to Rs 200 in Bombay and Rs 25 to Rs 150 in Sind

64 122 The duties of the Registration Department were to register various kinds of documents such as leases deeds of sale deeds of mortgages deeds of gift deeds of adoption wills &c The fees for registration varied with the value of the transaction recorded in the deed The fees covered the whole of the expense of the department and left a surplus which should be used for the benefit of officers of the department

64 123 He did not wish to see the control taken out immediately of the hands of the district officer The main demand was that inspectors and sub registrars should be given better pay than they were given now and that they should have higher educational qualifications The morale of the department required to be improved and that could only be done by enlisting men who were better educated At present there were 275 sub registrars of whom only 14 were graduates Of the rest 129 spoke English and 132 only the vernacular It was not necessary that a man should have had a university degree in order to perform the work of a registration officer efficiently but the better a man was educated the better work he would do

64 124 (*Sir Murray Hammick*) The registrars in Bombay did no other work except the registration of deeds The Inspector General was in charge of the land records in addition to the Registration Department There should be a personal assistant to the Inspector General and certain increases of pay should be allowed to inspectors of registration He did not wish to see district registrars set up apart for the present from the collectors of the districts At present the general educational standing of the department was not sufficient to take up the position of a separate district registrar

64 125 He favoured some of the surplus fees of the department being spent in reducing the fees to the public but some benefit should also accrue to the department

64 126 The number of registrations was rising steadily every year

64 127 (*Mr Chaubal*) The written statement was drawn up in consultation with the inspectors and sub registrars and represented their views At present the sub registrars grade ran from Rs 40 to Rs 200 He did not wish any change made in the lower grades but the top grade should be raised from Rs 200 to Rs 250 with a corresponding increase for the inspectors The inspectors should also be recruited from sub registrars by selection If those changes were made educated men would be attracted to the department

64128 (*Mr Abdur Rahim*) There would be no difficulty whatever in obtaining properly qualified men as district registrars provided they were properly paid and he advocated that that possibility should be kept in view in future

64129 The Inspector General of Registration was a member of the Indian Civil Service but in Madras and Bengal he was in the Provincial Civil Service There would be no objection to that system being adopted in Bombay in course of time

64130 (*Sir Theodore Morison*) There was no difficulty in recruiting sub registrars applications being received from matriculates intermediates and people who had failed to get the B A The was no complaint with regard to the work of the present staff but there was a suspicion of corruption in the department and he thought that suspicion would be removed by having graduates

64131 (*Mr Seddon*) Raising the morale of the department would assist in removing the suspicion of dishonesty which now attached to it and it was solely for that purpose that he desired to better the prospects of the department and not because the men were inefficient in their work Some graduates were being recruited now

64132 The duties of district registrars were not so complicated that they could not be performed by Indians as in certain other provinces If district registrarships were opened up for Indians the prospects of the department would be improved At present collectors had to do the duties of district registrars in their leisure hours and they would be glad if those duties were taken from them

64133–443 The Inspector General of Registration also held the appointment of Settlement Commissioner The reason was that the land records were closely bound up with registration and there was a natural connection between the two

The witness withdrew

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APPENDIX I

NARRATIVE prepared by the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH relating to the REGISTRATION DEPARTMENT

Before the year 1908 the office of the Inspector General of Registration was held in combination with those of the Commissioner of Excise the Commissioner of Stamps the Registrar of Joint Stock Companies and the Registrar General of Births Deaths and Marriages With the expansion of the Excise department the posts of Inspector General of Registration and of Excise Commissioner were separated and the Deputy Director of Land Records was appointed Inspector General of Registration The other duties mentioned above which were formerly performed by the Inspector General of Registration were distributed among various officers

The Inspector General of Registration is a member of the Indian Civil Service All district judges the subordinate judge at Dehra Dun the sessions and subordinate judges at Banda Mirzapur and Jaunpur and the deputy commissioners of Naini Tal Almora and Garhwal are *ex officio* registrars for the purposes of the Registration Act The Inspector General of Registration is assisted by two inspectors of registration offices whose appointments were created in 1897 as it was found that registrars had not sufficient time to spare from their duties as district judges to enable them to make tours of inspection with a view to examining the work of sub registrars at outlying offices

These inspectors are ordinarily selected by the Local Government from amongst the members of the provincial service (executive or judicial branch) or the experienced officers of the Registration department

So far only one appointment has been made from among sub registrars and such appointments are attended with certain difficulties Owing to the arduous nature of these duties it is necessary to appoint comparatively young men for a term of not more than five years On the expiry of this term it would be impossible to revert them to the post of sub registrars on a pay substantially less than that which they would have been drawing as inspectors and consequently other employment on equal pay must be found for them elsewhere For such employment they would often be unfitted

The qualifications prescribed for the post are—

(1) ability to read or write English with fluency and accuracy

(2) a thorough acquaintance with both forms of the vernacular script and

(3) a capacity for active work and for performing journeys on horseback

Inspectors are appointed in the first instance on probation and are not confirmed unless within six months of their appointment they satisfy the Inspector General of Registration at a written examination as to their proficiency in the law and procedure relating to registration and stamps As to salary leave and pension these officers are subject to the same rules as other officers of the provincial service with the proviso that the total cost of their combined salaries does not exceed Rs 600 per mensem

These officers are at the present time both Indians

Subordinate Registration Staff

Up till the year 1910 the cadre of the subordinate registration staff contained 227 appointments distributed as follows —

Departmental Sub Registrars

		Rs
2	departmental sub registrars on	100 each
1	„ sub registrar	60
2	„ sub registrars	50 each
2	„ „ „	40
185	„ „ „	30

With one exception all these officials were remunerated by being given in addition to their pay a percentage of the fees paid to them on the registration of documents by the public

This system was found for various reasons to be unsatisfactory and in 1910 sanction was accorded to the revision of the staff and the introduction of a graded system as shown below —

Departmental Sub Registrars

		Rs
1	departmental sub registrar on	225
1		200
1		175
1		150
5	sub registrars on	125 each
4		100
15		90
20		80
40		70
50		60
80		50
8	probationary appointments	20

The probationary appointments are at present vacant and are likely to remain so

Of the 218 permanent appointments 113 are at the present moment held by Muhammadans 99 by Hindus two by Europeans one by an Anglo Indian one by an Indian Christian and two are vacant

The number of appointments exceeds the number of registration offices by 16 but the number of probationers is not necessarily 16 nor are all probationers necessarily in the Rs 50 grade A candidate may be appointed to and pass his period of probation in a higher grade if the circumstances of his case merit such appointment

Sub registrars are selected for appointment from a list of candidates maintained by the Inspector General but his choice is subject to the approval of the Local Government under section 6 of Act III of 1877

The candidates may be—

(*a*) men who have never been in Government service

(*b*) men who have held temporary posts under Government

(*c*) men in permanent Government employment in another branch

For a few of the larger offices a knowledge of English is insisted on as a qualification but for the smaller offices carrying a salary of less than Rs 70 per mensem no particular educational qualifications are demanded Candidates are however appointed on probation and their confirmation is subject to their passing an examination within two years of their appointment The examination consists of a paper on the Registration Act and Manual and the Stamp Act and a practical test of the probationer s ability to register a document correctly and to read both forms of the vernacular Probationers are provided as a leave reserve and as a means of training candidates Since July 1912 the probationers have been appointed as joint sub registrars at the larger offices it being held that this would be a more effective method of training them than the previous system under which they had no power actually to register documents Their confirmation as permanent sub registrars depends however as before on their passing the examination above mentioned to the satisfaction of the Inspector General of Registration

APPENDIX II

MEMORANDUM on behalf of the SUB REGISTRARS and the CLERKS of the REGISTRATION DEPARTMENT UNITED PROVINCES received through the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH

(I) Methods of Recruitment—Our views on this point are that as registration work should be put in the hands of men of confidence and trust recruitment be made from—

(*a*) persons who have passed at least the matriculation examination or hold the school leaving certificate and have respectable family connections

(*b*) persons exempted by Government from educational limitations on account of their highly respectable family connections or rendering especially loyal services to Government

(*c*) subordinate officials of the Registration Department who have rendered especially meritorious services and who possess the necessary educational qualifications and belong to a respectable family and for whom the registrar of the district holds a high opinion of integrity and good work

2 Nominations to be ordinarily made by the Inspector General of Registration and the district registrars and the nominees to be finally selected by a committee consisting of three members of the Indian Civil Service including the Inspector General

Outsiders whether in Government employment or not should not be taken in the higher grades they should begin from the lowest grade

(II) System of Probation and Training—Candidates should be required to undergo a three months course of training under some qualified sub registrar

The appointment should first be made on probation and no person should be confirmed unless he passes the test examination for which three chances be given to every candidate

(IV) Conditions of Salary—The present grades are as follows —

	Rs
1 on	225
1	200
1	175
1	150
5	125 each
4	100
15	90
20	80
40	70
50 ,	60
62	50
16	50 as probationers

Formerly sub registrars were remunerated by fixed pay plus commission The graded system of salary has come into force from 1st April 1910 The sub registrars have not gained anything from the reorganisation but rather have been losers The salaries have been fixed on the figures of the years when the fee receipts were comparatively low which is apparent from the fact that in some cases personal allowances had to be given to the sub registrars Again taking the grades as they now stand it will be observed that the numbers in the grades above Ps 125 are only nominal one in Rs 225 one in Rs 200 one in Rs 175 one in Rs 150 The yearly vacancies average eight and the following figures will show the period which will ordinarily be required for a man to rise from one grade to another —

Two years for completing probationary period eight years for rising from Rs 50 to Rs 60 six years from Rs 60 to Rs 70 five years from Rs 70 to Rs 80 five years from Rs 80 to Rs 90 six years from Rs 90 to Rs 100 total 32 years

It will thus take 32 years for a man to rise from Rs 50 to Rs 100 or in other words the service will ordinarily be completed on Rs 100 or even less

Though the work is not so difficult yet the relations with the public are so important and the work so responsible that it should be put in the hands of men of confidence only In fact the sub registrars are witnesses of the Crown and as such they should be paid in a manner that they can live a decent life of a respectable man in India To ensure suitable men being secured we propose the following grades of salaries —

Rupees 50 for probationers —

Numbers	74	60	30	20	10	5	3	1
Rupees	75	100	125	150	175	200	250	300

In proposing these grades we have to some extent followed the Bengal system and do not demand salaries higher than what other officials get for the same work in other provinces In Bengal the pay of the sub registrars commences from Rs 75 In Madras the prospects are still better and they are promoted to the rank of registrars

The registration fees have been increased by the Government recently and it is quite fair that a portion of the increase be devoted to the improvement of the Department According to the views expressed by the Inspector General on many occasions and approved by the Local Government it was observed that the registration receipts are no revenue to the Government We may however be allowed to say that more than half of the registration receipts have been saved to Government and a still higher saving is expected in future years due to the increase in registration fees

Early history of the registration department of the province reveals that the pay of the sub registrar of Benares was formerly Rs 800 and that it was afterwards reduced to Rs 400 and finally to Rs 100 plus fee percentage which would have amounted to over Rs 300 according to the present receipts Benares is not the solitary instance there being many other places such as Lucknow and Allahabad It has always been the desire and policy of Government to put registration work in the hands of men of respectability Formerly Qazis who were considered men of high position under the Muhammadan Government were required to do the work and afterwards the work was handed over to Sadrus Sadur For many decades the work in the province of Agra was entrusted to tahsildars

We quote the grades of the excise inspectors whose number is 146 as against 203 of the sub registrars This will show that our demands are not unfair —

Numbers	5	12	15	29	38	12
Rupees	250	200	150	125	75	50

The fate of the muharrirs is really pitiable Their salary ranges from Rs 12 to Rs 25 but Rs 25 is only a name

In the whole province there is one post on Rs 25 15 on Rs 20 and two on Rs 18 The bulk of the clerks are employed on Rs 15 and Rs 12 there being 217 on Rs 15 and 94 on Rs 12

It requires no arguments to prove that Rs 15 or Rs 12 cannot even suffice to meet the ordinary expenses of mere subsistence

We propose that the pay should range from Rs 20 to Rs 30 The greatest possible hardship is felt in cities and towns where living is growing expensive

(V) Conditions of Leave—In case of privilege leave it is required under the existing rules that privilege leave cannot be claimed within six months from the time of return to duty We suggest that in case an employe has some privilege leave to his credit he may be allowed to avail himself of it within six months in special cases proved to the satisfaction of the granting officer

Under Article 335 Civil Service Regulations the allowances to employes under Rs 100 in case of leave on medical certificate are regulated on the principle that no extra cost is borne by the Government This is really a general grievance In fact help is needed in sickness more to those who are poor

(VI) Conditions of Pension—We recommend that 25 years service be considered as qualifying for good service pension.

(VII) Such Limitations as may exist in the Employment of Non Europeans—No limitations exist as to the employment of non Europeans and none are needed in any grade

(IX) Other Points—(*a*) The judicial work being heavy in all the districts the district registrars might well be relieved of some of their duties and be assisted by the headquarter sub registrars who may practically be treated as assistant registrars and exercise such powers as may reasonably be delegated under section 7 of the Registration Act It will afford a facility to the public if the headquarter sub registrar be given the district jurisdiction of registering documents as in Bengal and some other provinces

(*b*) When appointments are sanctioned by Government they may be published in the gazette as was formerly done and shown in the Civil List

(*c*) It will be very convenient to the public if the sub registrars be given the power of deciding mutation cases on the revenue side They may for this purpose be invested with the second class powers of assistant collectors

(*d*) The post of the inspectors should be filled in by the deserving sub registrars

(*f*) Power should be delegated to the Inspector General to nominate suitable persons from the sub registrars for the post of deputy collectors and tahsildars It will improve the tone of the department attract better men and keep them working on a far higher standard

(*g*) We suggest that no security be taken from the sub registrars as it is rather disgraceful. They are considered men of good position and we believe are worthy of the trust

(*h*) Provision be made for one peon in each office In most of the offices there is no man to clean the office and records, to do the menial and other outdoor work and to deposit money in the local banks and treasuries One peon for each office is a necessity Even at present we are obliged to engage the services of a private servant which is undesirable and unsafe In big central record rooms one servant is specially required for the record room only

APPENDIX III

MEMORANDUM prepared by the GOVERNMENT of the UNITED PROVINCES of AGRA and OUDH relating to the REGISTRATION DEPARTMENT

(Note —The remarks relate to the immediately preceding Memorandum)

I—Method of Recruitment—There is no reason for altering the present system of nomination whereby officers other than district registrars are permitted to recommend candidates and candidates are permitted to submit their applications direct to the Inspector General No useful purpose will be served by the selection committee suggested The present method of recruitment will however probably be revised in the near future owing to the enormous number of applications At present the task of selection is extremely tedious and difficult It will very shortly become an imperative necessity to appoint the majority of recruits by means of a competitive examination Appointments will ordinarily be made to the lowest grade but in cases where government servants serving in other departments are transferred into the Registration Department this is not always possible Such appointments are sometimes given to officials in posts involving severe outdoor work for which they have become unsuited although fully qualified for the sedentary duties of a sub registrar

II System of Training and Probation—The system of training and probation indicated in the memorandum is already in force

III Pay—There is no ground for increasing the pay of this department The present scale was fixed only a few years ago and is ample to attract candidates of the capabilities required for this department

IV Leave—There is absolutely no reason why sub registrars should have more favourable leave rules than members of other services There is nothing in the duties of sub registrars which render it desirable that 25 years should be considered as the qualifying period for pension.

IX General—(*a*) The Lieutenant Governor is not prepared to agree that any of the duties of district registrars can be delegated to sub registrars as proposed

(*b*) His Honour considers that the notification of appointments in the gazette is wholly unnecessary

(*c*) Sub registrars are wholly unsuited to carry out the duties of assistant collector

(*d*) *and* (*f*) This matter has been referred to in the narrative where the difficulties arising from the appointment of sub registrars as inspectors of registration have been pointed out The Local Government is not in a position to give any guarantee that it will appoint sub registrars to the post of deputy collectors and tahsildars Considering the low standard of qualifications required of sub registrars on appointment it is extremely unlikely that any of them would be fitted for ultimate appointment to these posts except in very rare cases

(*g*) The reason why security is taken from sub registrars is that they are entrusted with a charge of money The Lieutenant Governor sees no reason to alter the present practice

(*h*) This is a matter of detail which will be dealt with by the Local Government

APPENDIX IV

MEMORANDUM prepared by the INSPECTOR GENERAL of REGISTRATION PUNJAB on the REGISTRATION DEPARTMENT

(I) Method of recruitment—The department consists of the following staff —

(1) Inspector General, who is also Director of Land Records and Registrar General of Births Deaths and Marriages This official is a member of the Indian Civil Service

(2) Two inspectors of registration offices who are the personal assistants of the Director of Land Records and Inspector General of Registration and are members of the Provincial Civil Service

(3) A registrar in each district The Deputy Commissioner is *ex officio* registrar of his district

(4) One or more sub registrars in each sub division of a district (tahsil) With a few exceptions these are non officials though tahsildars and naib tahsildars are *ex officio* joint sub registrars for the purpose of carrying on the registration work when the sub registrar is on leave or during a temporary vacancy Non official sub registrars are as far as possible selected from residents of the neighbourhood and must be of good family and character and in easy circumstance Preference is given to those who have rendered good service to Government They are appointed by the Local Government on the recommendation of the registrar of the district which is submitted through the Commissioner of the division. The existing system of appointment works well and the only alteration I would suggest is that before appointing a nominee the Local Government should consult the Inspector General of Registration It is an anomoly that at present the head of the department is not consulted in making appointments This state of affairs is not understood or appreciated by the people

(II) System of training and probation.—There are none at present It is however desirable to avoid the selection of unintelligent and insufficiently educated sub registrars There are some who cannot write even simple Urdu correctly and who are unable to grasp the intricacies of the registration and stamp manuals Such are mere tools in the hands of their clerks Non official sub registrars might be appointed on probation for two years with a view to the rejection of the unfit This course would not however be necessary if nominating officers recommended only men of suitable intelligence and education

(III.) Conditions of service—Non official sub registrars are divided into two classes (1) departmental sub registrars and (2) honorary registrars The former are Government servants within the meaning of the Civil Service Regulations and subject to the provisions of those regulations their service qualifies for pension with effect from 1st April 1906 The latter are not No alteration in the existing conditions appears called for

(IV) Conditions of salary—With a few exceptions which need not be specified *ex officio* registration officers perform their duties without remuneration. The pay of non official sub registrars is as follows —

Departmental sub registrars (not being pensioners)

Lahore and Amritsar Rs 120 per mensem and Rs 30 per mensem elsewhere with the exception of five offices for which a special salary has been fixed by the Local Government during the tenure of the present incumbents These cases are exceptions and need not be considered. In addition to this fixed pay departmental sub-registrars (not being pensioners) draw 15 per cent of the fee income If the departmental sub registrar is a pensioner he draws no salary but takes such a percentage of the fees as is equal to the fixed salary of the post *plus* 15 per cent of the fee income

The remuneration of departmental sub-registrars appears to be sufficient in view of the fact that they are supposed to be persons in easy circumstances and there is not the slightest difficulty in obtaining candidates for vacancies on the existing terms The fee percentage automatically adjusts the remuneration to the amount of work to be done

Honorary sub registrars are generally persons who are too well born or too well to do to care to accept a fixed salary but some posts are honorary because the income is too small to permit of a fixed salary being paid. Honorary sub registrars receive by way of remuneration 50 per cent of the total fees when these do not exceed Rs 50 per mensem and if they exceed Rs 50 per mensem 50 per cent of the first Rs 50 and 25 per cent of the amount in excess subject to a maximum of Rs 5 000 per annum. The system of making posts honorary when the total expenditure is likely to exceed the income is objectionable Government draws a large profit from registration, and deficiencies in a few offices are counterbalanced by large excesses in others The post of hanorary sub-registrar should in all cases be optional and not compulsory

Tahsildars and naib-tahsildars who at present get no remuneration for their registration work perform their duties in an exceedingly perfunctory manner They would probably take more interest in their work if they were remunerated with the 15 per cent of the fee income which at present lapses to Government (*vide* head V)

(V) Conditions of leave—Departmental sub registrars being Government servants within the meaning of the Civil Service Regulations are presumably entitled to the leave and salary permissible under those regulations They are not however entitled to draw any part of the fee income during their absence on leave This arrangement should continue and the temporary incumbent if any or the tahsildar aud naib-tahsildar if the work is performed by them (*vide* Head VI.) should draw the percentage of the fee income

(VI) Conditions of pension.—Departmental sub registrars (other than pensioners) are entitled to pension with effect from April 1st 1906 the date on which the present rules came into force They are treated as non gazetted officers and their age of retirement is 55 years (*vide* Article 459 of the Civil Service Regulations) They are eligible for extensions of service up to 65 years of age

Departmental sub registrars who are pensioners and honorary sub registrars are both frequently appointed after the age of 55 years and ordinarily retain the appointment until they are 65 They are also eligible for extension after the age of 65

The existing rules are suitable

(VII.) Employment of non-Europeans—The post of Inspector General of Registration and Registrar General of Births Deaths and Marriages might conveniently be separated from the post of Director of Land Records and held by a member of the Provincial Service either on a consolidated salary or on his grade pay *plus* an allowance of not less than Rs 200 per mensem In that case the Director of Land Records would require only one instead of two personal assistants and the only increased cost to Government would be the difference between the grade pay of the extra Assistant Commissioner holding the appointment and the consolidated salary or personal allowance granted to the Inspector General of Registration.

APPENDIX V

SUPPLEMENTARY MEMORANDUM by the DIRECTOR of LAND RECORDS PUNJAB, giving INFORMATION regarding the REGISTRATION DEPARTMENT in the PUNJAB

1 **Method of recruitment and probation and whether the regulations are satisfactory**—This is already explained in paragraphs I. and II of the memorandum* forwarded with this office letter No 1234 dated 1st April 1913

2 **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory**—The present rates of pay are specified in paragraph IV of the memorandum referred to above and are considered sufficient The rates in 1890 and 1900 were as follows —(*vide* pages 77-9 of the Registration Manual of 1887 Correction slip regarding pay of departmental sub-registrars was issued in 1905 and that abolishing the allowances paid to tahsildars and naib tahsildars in 1889)

The following officers were required to perform their duties as registering officers without remuneration —

1) Officers in administrative charge of districts

(2) Tahsildars and naib tahsildars

(3) Treasury or sub-treasury officers (whether covenanted or uncovenanted or military) discharging *ex officio* the duties of sub-registrars at the head quarters of a district or sub-division.

The following registering officers were entitled to remuneration for duties as such at the rates hereinafter provided —

Assistant and extra assistant commissioners cantonment magistrates and other civil officers above the rank of tahsildar performing registration duties *ex officio* were entitled to receive by way of remuneration the same proportion of fees as at present

All other registering officers were entitled to receive by way of remuneration a proportion of the fees collected by them according to the following scale —

When the fees collected by any one officer in any one month did not exceed Rs 50 —50 per cent of the fees so collected.

When they exceeded Rs 50 —50 per cent of the first Rs 50 collected, and 25 per cent of the amount in excess

3 **The number of posts in each grade and the provision, if any, made in the cadre for leave and training**—Please see paragraphs II. IV and V of the memorandum already sent up

4 **What appointments outside the authorised cadre are held temporarily or otherwise of various services**—Inspector General of Registration is also Director of Land Records and Registrar General of Births Deaths and Marriages This officer is a member of the Indian Civil Service

Two inspectors of registration offices who are the personal assistants of the Director of Land Records and Inspector General of Registration and are members of the Provincial Civil Service

5 **Whether any addition is required to the present cadre**—No

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* This is the immediately preceding memorandum by the Inspector General of Registration —Joint Secretaries.

APPENDIX VI

Memorandum prepared by the Government of Bengal relating to the Registration Department

1 Present Regulations as to Recruitment, Training, and Probation, and whether these Regulations are satisfactory

The Registration Service in the Presidency of Bengal consists of—

(1) Inspector General of Registration
(2) One personal assistant to the Inspector General of Registration
(3) Three inspectors of registration offices
(4) Registrar of Calcutta
(5) Sub registrar of Calcutta.
(6) District sub registrars
(7) Sub registrars
(8) Probationers
(9) *Ex officio* sub registrars

Nos (1) and (2) are at present recruited from the Provincial Executive Service

No (3)—All three inspectorships have lately been thrown open to the registration service and are at present held by men who have been promoted from district sub registrarships

Nos (4) and (5) are recruited from the ranks of district sub registrars (No 6)

No (6)—District sub registrars are usually recruited from the ranks of rural sub registrars the appointments being made by selection

Nos (7) and (8)—The first appointment of a sub registrar is as a probationer The rules on the subject are contained in Notification No 3776 dated the 15th July 1913 a copy of which is appended Probationary sub registrars are trained at the headquarters of districts for about six months until they are appointed to act in leave vacancies and placed in temporary charge of offices

No (9)—*Ex officio* sub registrars—They are at present appointed where there is not sufficient work for a whole time registering officer There are only seven such sub-registrars in the Presidency one of them (at Kurseong) being a member of the Indian Civil Service four belonging to the Provincial Civil Service and Subordinate Civil Service while one is an excise officer and the other a Muhammadan marriage registrar

The system of recruitment is working well but it has recently been proposed to amend the rules in order to give the Inspector General of Registration a voice in the selection of candidates as probationers

The system of training the probationers is not quite satisfactory as their knowledge of law and procedure is not at present tested by any examination A scheme for having a departmental examination similar to that for the Provincial Civil Service and Subordinate Civil Service is under consideration

2 Rates of Pay and Allowances in force in 1890, 1900, and at present, and whether they are satisfactory

1890	1900	At Present
The post of Inspector General of Registration was held by an officer of the Indian Civil Service—pay Rs 1 500 (3rd grade magistrate s pay)	Inspector General of Registration—Rs 1 250	Inspector General of Registration—Rs 1 250 and Calcutta house allowance
There was no personal assistant	Personal assistant recruited from the Provincial Civil Service—on his grade pay	Personal assistant receives his grade pay in the Provincial Civil Service
Inspectors (2)—pay Rs 700 and Rs 500	Inspectors (3)—Rs 500 Rs 400 and Rs 300 respectively	Inspectors (3)—Rs 500 Rs 400 and Rs 300 respectively
Registrar of Calcutta—pay Rs 600	Registrar of Calcutta — pay Rs 400	Registrar of Calcutta—pay Rs 400
There was no sub registrar of Calcutta	Sub registrar of Calcutta—pay Rs 200	Sub registrar of Calcutta — pay Rs 250
District sub-registrars were then designated special sub registrars and were remunerated partly by fixed salary of Rs 75 and Rs 100 (important districts) and partly by commission on a sliding scale on the number of documents registered	Special sub registrars drew salary of Rs 100 when there were 10 or more offices under them *plus* commission and Rs 75 when offices less than 10 *plus* commission	District sub registrars are classified into four grades on Rs 250 Rs 225 Rs 200 and Rs 175 and the rural sub registrars in four grades on Rs 150 Rs 125 Rs 100 and Rs 75 Grade V for leave reserve on Rs 50 Probationers on Rs 20 (just raised to Rs 30)
Rural sub-registrars were paid entirely by commission on a sliding scale	The rates of commission for special sub registrars and rural sub registrars were as noted in the first column	There are also 12 sub registrars paid by commission under the old system This will be discontinued when these officers retire

APPENDIX VI (*continued*)

RATES OF PAY AND ALLOWANCES &c —*continued*

1890	1903	At Present
The rates of commission for a special sub registrar were Rs 60 for the first 150 deeds registered by them or any less number Rs 10 for each additional 50 deeds up to 300 and Rs 5 for every 50 deeds above 300 The rates of commission for a rural sub registrar were when the number of registrations does not exceed in a month— Rs Above 60 40 60 and not exceeding 80 50 80 125 70 125 170 85 170 200 95 200 , 250 105 250 300 110 300 350 115 350 400 125 400 450 135 450 500 145 500 150 *Ex officio* sub registrars were paid as now by 25 per cent of the fees realised		Considering the qualifications required the rates of salary drawn by rural sub registrars are adequate The grading of the service is however defective Previous to 1905 sub registrars were paid by commission on the fees realised and when fixed pay was introduced the grading was arranged roughly on the basis of the commission drawn by different officers A re arrangement of the cadre is now under consideration and also a proposal to increase the pay of district sub registrars *Ex officio* sub-registrars are paid by 25 per cent of the fees realised

3 Number of posts in each grade, and provision, if any, made in the Cadre for Leave and Training

Inspector General of Registration	1	
Personal assistant	1	
Inspectors of registration offices	3	
Registrar of Calcutta	1	
Sub registrar of Calcutta	1	
District sub registrars—		
1st grade	3	
2nd	7	
3rd	7	
4th	9	
		— 26
Sub-registrars—		
1st grade	38	
2nd	95	
3rd	95	
4th	124	
5th	30*	
		—— 382
Probationers	15†	
Ex officio	7	

4 **What appointments outside the authorised cadre are held temporarily or otherwise by officers of the Registration Service**—District sub registrars and sub registrars are often appointed honorary magistrates municipal commissioners and members of the local and district boards They are also occasionally entrusted with duties connected with co operative credit societies and are employed on inquiries under the Criminal Procedure Code and other local inquiries and duties of a miscellaneous nature such as payment of chaukidars presiding at elections &c &c No emoluments are received for such work

5 **Whether any addition is required to the present Cadre**—Additions are made to the cadre automatically as new offices are opened Experience has however shown that the present leave reserve which is fixed at 8 per cent of the total cadre is insufficient and a proposal to raise it to 12 per cent is under consideration

ANNEXURE

NOTIFICATION

No 3771—The 15th July 1912—The following revised rules for the appointment of sub registrars in the registration department are published for general information in supersession of those published under General Department Notification No 733 T—G dated the 4th June 1908 at page 1079 of Part I of the *Calcutta Gazette* of the 10th idem and of so much of the rules published by the Government of Eastern Bengal and Assam in Notification No 1728 G dated the 8th May 1907, at pages 593 and 594 of Part II of that Government Gazette of the 11th idem as relate to the appointment of probationers and sub registrars

J H KERR

Secretary to the Government of Bengal

RULES FOR APPOINTMENT IN THE REGISTRATION DEPARTMENT

1 In the Bengal Presidency appointments to the Registration Department will be ordinarily made on the nomination of commissioners of divisions

2 On the occurrence of a vacancy in any division the commissioner of the division will ordinarily be called on by Government to nominate three candidates for the vacancy

3 Ordinarily one of these three nominees will be selected for appointment as probationer but the Governor in Council reserves to himself the right to appoint any other person or to appoint any candidate to any of the grades of sub registrars on special grounds without calling for nominations from commissioners of divisions

4 Candidates must ordinarily fulfil the following conditions —

(*a*) they must belong to families resident within the division in which the vacancy has occurred

(*b*) they must not be over 25 years of age

(*c*)—(i) they must ordinarily have passed the I A or I Sc Examination of the Calcutta University or the corresponding examination of another recognised Indian University or have qualifications declared by Government to be equivalent to passing such examinations, or

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* 8 per cent of the cadre of district sub registrar and sub registrar for leave reserve

† 4 per cent of cadre for casual le

APPENDIX VI (*continued*)

(ii) they must have passed the higher standard or the final examination of the Arabic Department of a recognised Madrasa and have sufficient knowledge of English for the proper performance of the duties of a sub registrar

Commissioners are not precluded from nominating persons who have not these qualifications but who have sufficient knewledge of English to enable them to discharge efficiently the duties of sub registrar and whose claims appear for particular reasons to deserve special consideration

(d) They must be able to read with facility documents written in the vernacular language of the division

5 No list of candidates will in future be kept either in the office of the Inspector General of Registration or in the Bengal Secretariat and no notice will be taken of applications for appointment as sub registrar addressed to those offices

APPENDIX VII

I—MEMORANDUM prepared by the GOVERNMENT of BIHAR and ORISSA on the CONDITIONS of SERVICE in the REGISTRATION DEPARTMENT

1 **The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory**—The present regulations as to recruitment training and probation are contained in section 6 of the Indian Registration Act 1908 (Act XVI of 1908) and in the rules published with Government Notification No 2229 R dated the 7th March 1913 copies of which are appended hereto The rules have been in force for less than a year but they were fully considered on the basis of experience obtained before the repartition and Government are generally satisfied with their working though prepared to modify them should they prove defective in any detail In the present circumstances of the province Government regard it as essential that nominations should rest with the divisional commissioners and that appointments should remain in the hands of Government

2 **The rates of pay and allowances in force in 1890 and 1900, and at the present time, and whether the present rates of pay and allowances are satisfactory**—Previous to the 1st October 1905 there was no pay attached to the posts of sub registrars except at district headquarters stations Sub registrars in the mufassil were remunerated by commission on the number of registrations according to the following scale

		Rs
When the number of registrations did not exceed 60 a month		40
Exceeded 60	but did not exceed 80	50
80	, 125	70
125 ,	170	85
170	200	95
200	250	105
, 250	, 300	110
300 ,	350	115
350	400	125
400	450	135
450	500	145
, 500		150

Sadr sub-registrars drew a pay of Rs 100 a month if the number of subordinate offices was 10 or more or Rs 75 if the number of subordinate offices was less than 10 They also drew commission on the number of registrations at the following rates —

		Rs
When the number of documents did not exceed 150		60
Exceeded 150	but did not exceed 200	70
200	250	80
250	300	90
, 300	350	95
350	400	100
,, 400	450	105
450	500	110

and so on, Rs 5 being added for every additional 50 documents or less

Figures showing the pay drawn by sub registrars in the calendar years 1890 and 1900 cannot be obtained but a calculation based on the average earnings of two successive years gives the following figures for the districts since transferred to this province —

Rural sub registrars (corresponding to sub registrars) —

	Rs	a	p
Years 1889 to 1891—Average pay	94	5	0
Years 1899 to 1901	110	12	0

Special sub registrars (corresponding to district sub registrars)—

	Rs	a	p
Years 1889 to 1891—Average pay	166	9	0
Years 1899 to 1901	187	5	0

The rates of pay obtaining in April 1912 when this province was constituted are shown below —

	Rs
Inspector of registration offices	300
District sub registrars	250 225 200 175

Sub registrars—Rs 150 Rs 125 Rs 100 Rs 75 Rs 50 (leave reserve only) and Rs 20 (probationers)

The Government of India have recently accorded provisional sanction to an increase in the pay of the inspector of registration from Rs 300 to Rs 300—20—400 and in that of probationers from Rs 20 to Rs 30 and to the improved grading of district and rural sub registrars Copies of the correspondence are annexed.* The revised scales of pay and grading and the allowances at present enjoyed by members of the registration service are generally adequate in view of the nature of the duties to be performed by them and the educational and social qualifications demanded of them at the time of appointment As indicated in the recent correspondence the Local Government would be prepared to place the leave reserve in the Rs 75 grade Failing this the position of probationers might be improved by allowing them pay of Rs 50 per mensem from the outset

The officers of the registration service draw travelling allowance and daily allowances under the ordinary rules as laid down in the civil service regulations but when required to attend at a private residence for the registration or acceptance of a document district sub registrars and sub registrars of all grades draw mileage rate at annas 4 a mile under Article J of the table of fees (paragraph 104 of the Registration Manual 1912) provided the distance travelled is more than a mile

Several district sub registrars and sub registrars draw personal allowances in addition to their salary

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* No 3474 R dated the 26th April 1913 to the Government of India, and No 1472 dated the 16th September 1913 from the Government of India

APPENDIX VII (*continued*)

The names of these officers and the amount of their personal allowances are noted below —

Maulvi Abdus Samad district sub registrar Rs 7 per month
Babu Mathura Prasad district sub registrar Rs 10 per month
Babu Binod Behari De sub registrar Rs 15 per month
Maulvi Nisar Ali sub registrar Rs 8 per month

These allowances were granted to compensate the officers concerned for loss sustained in consequence of changes in the conditions of service

3 **The number of posts in each grade and the provision, if any, made in the cadre for leave and training** — The number of posts in the different grades as recently sanctioned is shown below —

	Rs	No
Inspection of registration offices	300—20—400	1
District sub registrars—		
Grade I	250	3
II	225	5
III	200	5
IV	175	3
Total	- -	16
Sub registrars—		
Grade I	150	12
II	125	29
(includes 2 sub registrars paid by commission, average income, Rs 125)		
III	100	30
(includes 1 sub registrar paid by commission average income Rs 100)		
IV	75	35
V	50	10
Probationers	30	5

The 5th grade of sub registrars provides a leave reserve The probationers are attached to offices at district headquarters stations and are there trained in their duties

4 **What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services**—No officer of the registration department holds any appointment outside the authorised cadre

5 **Whether any addition is required to the present cadre**—No addition to the present cadre is required in excess of the appointments provisionally sanctioned by the Government of India in their letter No 1472 dated the 16th September 1913

ANNEXURE

The 7th March 1913

No 2229R—The following revised rules for the appointment of sub registrars in the Registration Department Bihar and Orissa, are published for general information in supersession of Rule 19 in Chapter V Part II pages 147-48 of the Bengal Registration Manual 1912 —

Rules for appointment in the Registration Department, Bihar and Orissa

In the province of Bihar and Orissa appointments to the Registration Department will ordinarily be made on the nomination of commissioners of divisions, who should make their selection as far as practicable, from the candidates recommended by district officers

2 On the occurrence of a vacancy in any division the commissioner of the division will be called on by Government to nominate three candidates for the vacancy

3 One of these three nominees will as a rule be selected for appointment but the Lieutenant Governor in Council reserves to himself the right to appoint any other person or to appoint any candidate to any of the grades of sub registrars on special grounds without calling for nominations from commissioners of divisions

4 Candidates must ordinarily fulfil the following conditions —

(*a*) They must belong to families resident within the division in which the vacancy has occurred,

(*b*) They must not be over 25 years of age

(*c*)—(*i*) They must have passed the I A or I Sc examination of the Calcutta University or the corresponding examination of another recognised Indian university or have qualifications declared by Government to be equivalent to passing such examinations, or

(*ii*) They must have passed the higher standard or the final examination of the Arabic department of a recognised madrasah and have sufficient knowledge of English for the proper performance of the duties of a sub registrar

Commissioners are not precluded from nominating persons who have not these educational qualifications but who have sufficient knowledge of English to enable them to discharge efficiently the duties of a sub registrar and whose claims appear for particular reasons to deserve special consideration

(*d*) They must be able to read with facility documents written in the vernacular language of the division

5 No list of candidates will in future be kept either in the office of the Inspector General of Registration or in the Bihar and Orissa Secretariat and no notice will be taken of applications for appointment as sub registrar addressed to those offices

6 An officer appointed under these rules will be considered to be on probation for two years and will not be confirmed at the end of this period if his work is found to be unsatisfactory or if he fails to pass such examinations as may be prescribed by Government At the expiry of the probationary period the district registrar will submit a report to the Inspector General on the officer s work and ability

H McPHERSON,
Secretary to the Government of Bihar and Orissa

GOVERNMENT OF BIHAR AND ORISSA

REVENUE DEPARTMENT

No 3474R/I R—26

From the HONOURABLE Mr H McPHERSON I C S
SECRETARY to the GOVERNMENT of BIHAR and ORISSA, to the SECRETARY to the GOVERNMENT of INDIA, HOME DEPARTMENT Dated Ranchi the 26th April 1913

SIR

I AM directed to invite a reference to Mr Butler s letter No 924 dated the 11th May 1912 in paragraph 2 of which the sanction of the Government of India was communicated to the appointment of one Inspector of Registration Offices for this province on a salary of Rs 300 per mensem In paragraph 3 directions were given that district sub registrars and rural sub registrars should be taken on to the cadre of the province in which they were serving at the time of the territorial distribution and that proposals should be submitted subsequently to the Government of India for the formation of a graded service

2 In accordance with these instructions the Lieutenant Governor in Council submits the following proposals for the consideration of the Government of

APPENDIX VII (*continued*)

India The cadre of the service as taken over on 1st April 1912 is shown in the following statement —

Grade	Rate of Monthly Pay	No in Grade	Total Monthly Cost
	Rs	Rs	Rs
I —*Inspector of Registration Offices*	300	1	300
II —*District Sub Registrars*			
I.	250	1	250
II.	225	1	225
III.	200	3	600
IV	175	11	1 925
Total of District Sub Registrars	—	16	3 000
III —*Rural Sub Registrars*			
I	150	10	1 500
II	125	26*	3 250
III	100	32†	3 200
IV	75	39	2 925
V	50	10‡	500
Probationers	20	3	60
Total of Rural Registrars	—	120	11 435

* Including three officers paid by commission whose average monthly income is about Rs 125 each

† Including one officer paid by commission whose average monthly income is about Rs. 100

‡ These officers form a leave reserve.

3 The Lieutenant Governor in Council is convinced, after careful consideration that the present grading of the service is conducive neither to efficiency nor to the true interests of the public The prospects of promotion from the lower grades are too small to attract suitable men, and discontent and lack of interest are prevalent amongst the existing staff The existing arrangements appear to require modification in three directions namely by an improvement of the status of the inspector a redistribution among the grades of both district and rural sub-registrars to secure a reasonable flow of promotion and an amelioration in the conditions of probationary service The manner in which it is proposed to carry out these changes is explained below

4 The Government of India have already sanctioned one appointment of Inspector of Registration Offices on Rs 300 per mensem The Lieutenant Governor in Council agrees with the Government of India in thinking that one inspector is sufficient for the needs of the province but he is strongly of opinion that the status of the appointment should be improved In Bengal there are three inspectorships on Rs 300 on Rs 400 and on Rs 500 respectively In Bihar and Orissa there will be only one prize appointment for the service which will usually be filled by selection from some senior district sub-registrars His Honour in Council therefore desires to recommend that it should carry a progressive pay of Rs 300 rising in five years to Rs 400

5 Next comes the question of the grading and pay of district sub registrars and rural sub-registrars Of the 129 sub registry offices in the province three at headquarters stations and four at outlying stations are in charge of officers employed in the general line of administration who perform the work of a sub registrar in addition to their other duties The remaining 122 separate registration offices 18 at head quarters stations and 104 at outlying places are in charge of officers of the department Of the head quarters posts two which are comparatively unimportant are at present held by rural sub-registrars and district sub registrars As no change in this distribution is at present contemplated the actual numbers of district sub registrars and rural sub registrars required are respectively 16 and 106 The statement in paragraph 3 above includes 16 district sub registrars and 107 rural sub registrars The reduction from 107 to 106 in the number of the latter is due to the recent abolition of a separate registration office in one of the Santal Parganas sub divisions Of the 106 rural sub registrarships four are held by officers who declined to accept the conditions of the graded service introduced in 1905 and are at present paid by commission but in calculating the total strength of the service these officers have been taken into account as they will on retirement be replaced by salaried officers of the corresponding grade

6 As regards district sub registrars the Inspector General has pressed very strongly for the abolition of the lowest grade of Rs 175 and for the constitution of a service in three grades on the following rates of pay Rs 200 Rs 250 and Rs 300 At present Mr Ahmad writes there is a uniform rate of

> increment from the lowest grade of sub-registrar to the highest grade of district sub-registrar which could be justified only if the nature of duties was the same throughout the scale and higher position meant only a longer period of service As a matter of fact however the duties of a district sub-registrar require administrative capacity the exercise of which is hardly required of sub registrars in the mufassil offices Moreover the cost of living is necessarily higher in the case of district sub registrars stationed as they are at district head 'quarters in the midst of other gazetted officers

While His Honour in Council recognises the force of these arguments he does not consider that they afford sufficient justification for the radical changes proposed by the Inspector General and he is of opinion that the requirements of the case would be met by a redistribution of the present grading on the lines indicated in paragraph 25 of the Resolution No 69-2024-35 recorded in the Home Department on the 15th December 1881 viz that when the initial pay is low the grading should be so arranged that the largest number of posts shall be in the intermediate grades

On this principle His Honour in Council would arrange the 16 appointments of district sub-registrars thus —

				Monthly cost
				Rs
3 in grade	I	on Rs	250	750
5	II		225	1 125
5	III		200	1 000
3	IV		175	525
Total 16				3 400

The monthly cost is Rs 3 400 against Rs 3 000 now incurred.

7 In the case of the rural sub registrars I am desired to recommend that the 106 posts should be distributed in four grades according to the actuarial scale of 2 5 5 6 which has been adopted by the Government of Bengal

The distribution will then be as follows —

				Monthly cost
				Rs
12 in grade	I	on Rs	150 -	1 800
29	II		125	3 625
30	III		160	3 000
35	IV		75	2 625
Total 106				11 050

Appendix VII (*continued*)

The distribution above proposed differs very slightly from that now in force and the additional monthly cost is Rs 175 only or Rs 250 if one abolished office be taken into account

3 Lastly in regard to the provision of a leave reserve and a probationer class the attention of the Government of India is invited to paragraphs 4 and 5 of Sir Herbert Risley's letter No 1772 dated the 17th August 1904 to the Government of Bengal in which the principles to be followed in dealing with these classes of appointments were laid down A total percentage of 12 was prescribed as a reserve for leave vacancies and casualties and it was recommended that the leave reserve should either be added to the last grade or should form a separate grade on Rs 50 a month while probationers should receive a subsistence allowance of Rs 20 a month The latter of these suggestions was accepted and there are now in this province 10 officers in the leave reserve grade on Rs 50 while three probationers draw an allowance of Rs 20 a month The combined number (13) falls short of the prescribed percentage of 12 on the total strength of the service and it is therefore proposed that the number of probationers should be increased from three to five which is equivalent to 4 per centum of the total service the percentage suggested by Sir Herbert Risley as a casualty or recruitment rate In view of the rise in prices of the recommendation of the Ministerial Officers Salaried Commission that Rs 25 per month should be the minimum pay of a ministerial probationer and of the comparatively superior status of rural sub registrars His Honour in Council is of opinion that the registration of probationers should be granted an allowance of Rs 30 instead of Rs 20 as at present He also recommends that leave reserve be provided in the lowest (fourth) grade of rural sub registrars to which a pay of Rs 75 per month is attached and no longer form a separate grade on Rs 50 The proposed addition to the IVth grade on account of leave reserve will not affect the grading that has been recommended in paragraph 8 above for the 106 appointments or offices that have to be filled by rural sub registrars If these recommendations be accepted the prospects of the latest recruits to the service will be materially improved and the service as a whole will be correspondingly strengthened

The acceptance of the recommendations now made will involve an increase of annual cost amounting to Rs 11,780, or 6 per cent thus —

Item	Present cost	Proposed cost
	Rs	Rs
1 Inspectors	3 600	4 400
2 District sub registrars	36 000	40 800
3 Rural	1,30 500	1 32 600
4 Leave reserve	6 000	9 000 (added to grade IV)
5 Probationers	720	1 800
Total	1 76 820	1,88 600

The Lieutenant Governor in Council considers that the increased efficiency of the department which will result from the proposed changes fully justifies this additional expenditure and he therefore trusts that his present proposals will be favourably considered by the Government of India

10 The usual proposition statement in duplicate is enclosed herewith It has been accepted by the Accountant General subject to the remarks in column 5 of the statement in paragraph 2 above

I have the honour to be
Sir,
Your most obedient Servant
H McPherson
Secretary to the Government

Statement of Proposition for Revision of Establishment

Order sanctioning present establishment Government of Department		Office to which the proposition refers	Nature of Charge												Proposition						Ground of Proposition	Local Government's Recommendation
			Present Scale						Proposed Scale						Permanent		Temporary					
			No	Designation	Pay			Average cost	No	Designation	Pay			Average cost	Increase per month	Decrease per month	Increase per month		Decrease per month			
No	Date				Minimum	Increment	Maximum				Minimum	Increment	Maximum		Amount	Amount	Period	Amount	Period	Amount		
								Rs a p			Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p						
Government of India Home Department No 924	11th May 1912	Offices of Inspector of Registration Sub-Registrars and District Sub Registrars	1	Inspector	—	—	—	300 0 0	1	Inspector	300 0 0	20 0 0	400 0 0	366 10 8	66 10 8	—	—	—	—	—	Grounds of proposition have been stated in the letter proposing the revision of scale of Inspector of Registration District Sub Registrars and Sub Registrars in the Province of Bihar and Orissa	
			1	District Sub Registrar on Rs 250	—	—	—	250 0 0	3	District Sub Registrars on Rs 250 each	—	—	—	750 0 0	—	—	—	—	—	—		
			1	District Sub Registrar on Rs 225	—	—	—	225 0 0	5	District Sub Registrars on Rs 225 each	—	—	—	1,125 0 0	—	—	—	—	—	—		
			3	District Sub Registrars on Rs 200 each	—	—	—	600 0 0	5	District Sub Registrars on Rs 200 each	—	—	—	1,000 0 0	—	—	—	—	—	—		
			11	District Sub Registrars on Rs 175 each	—	—	—	1,925 0 0	3	District Sub Registrars on Rs. 175 each	—	—	—	525 0 0	—	—	—	—	—	—		
			16	Total	—	—	—	3,000 0 0	16	Total	—	—	—	3,400 0 0	400 0 0	—	—	—	—	—		
			10	Sub Registrars on Rs 150 each	—	—	—	1,500 0 0	12	Sub Registrars on Rs 150 each	—	—	—	1,800 0 0	—	—	—	—	—	—		
			26	Sub Registrars on Rs 125 each	—	—	—	3 250 0 0	29	Sub Registrars on Rs 125 each	—	—	—	3,625 0 0	—	—	—	—	—	—		
			32	Sub Registrars on Rs 100 each	—	—	—	3 200 0 0	30	Sub Registrars on Rs 100 each	—	—	—	3,000 0 0	—	—	—	—	—	—		
			39	Sub Registrars on Rs 75 each	—	—	—	2 925 0 0	45*	Sub Registrars on Rs 75 each	—	—	—	3,375 0 0	—	—	—	—	—	—		
			107	Total	—	—	—	10 875 0 0	116	Total	—	—	—	11,800 0 0	925 0 0	—	—	—	—	—		
			10	Leave reserve on Rs 50 each	—	—	—	500 0 0	—	—	—	—	—	—	—	500 0 0	—	—	—	—		
			3	Probationers on Rs 20 each	—	—	—	60 0 0	5	Probationers on Rs 30 each	—	—	—	150 0 0	90 0 0	—	—	—	—	—		
			137	Grand Total	—	—	—	14 735 0 0	138	Grand Total	—	—	—	15,716 10 8	1 481 10 8	500 0 0	—	—	—	—		
															981 10 8	Net						

* Including 10 posts of leave reserve

APPENDIX VII (*continued*)

No 1472 *dated Simla the* 16*th September* 1913

From C W E COTTON Esq DEPUTY SECRETARY to the GOVERNMENT of INDIA, HOME DEPARTMENT to the SECRETARY to the GOVERNMENT of BIHAR and ORISSA REVENUE DEPARTMENT

I am directed to say that subject to such modification as may hereafter be directed by the Secretary of State to whom the result of the redistribution of the registration establishments in the three newly constituted provinces will be reported the Government of India sanction the proposals for the registration establishment of the province of Bihar and Orissa contained in your letter No 3474R—1R-26 dated the 26th April 1913 with the exception of that to provide for the leave reserve in the lowest grade of rural sub registrars on Rs 75 a month which has not been suggested in the case of Bengal and for which the Government of India fail to see adequate justification The leave reserve should as hitherto, constitute a separate grade on Rs 50 a month

APPENDIX VIII

WRITTEN STATEMENT relating to the REGISTRATION DEPARTMENT being the CORPORATE OPINION of the OFFICERS of the REGISTRATION DEPARTMENT, BIHAR and ORISSA

(*Put in by Mr A Ahmad*)

The Inspector of Registration Offices the district sub registrars and sub registrars who appended their signatures* below met at Sikandar Manzil to lay down their following wishes to be represented before the Royal Commission through the Inspector General of Registration Bihar and Orissa

Increment of Pay

(*a*) The pay of the inspector of registration offices to commence from Rs 400 rising to Rs 500

(*b*) The post of district sub registrars to be classified in three grades, with the following salary —

Grade	Rate of Pay	Number in each Grade
I	Rs 350	3
II	300	5
III	250	8

With a view to increasing the prize posts of the department the sadr sub registrarships of Sambalpur Palamau and Sonthal Parganas to be merged into district sub registrarships When this is done the numbers in the different grades of district sub registrars should be —

Grade	Rate of Pay	Number in each Grade
I	Rs 350	4
II	300	6
III	250	9

(*c*) The pay of sub registrars should range between Rs 100 and Rs 200 on a time scale as follows —

Rs 100 to Rs 175 in 15 years by annual increments of Rs 5

Rs 200 on completing 20 years approved service

If the time scale of pay cannot for any reason be introduced the service should be divided into five grades as follows —

Grade	Rate of Pay	Number in each Grade
I	Rs 200	15
II	175	22
III	150	30
IV	125	24
V	100	15

The pay of officers who form the leave reserve should be Rs 75 and of probationers Rs 50 The number of leave reserve should be increased to at least 15 so that it may not be necessary to employ probationers to act as sub registrars in independent charge of offices The period of probation should be ordinarily one year

2 One officer may be recruited annually from this department in the executive branch of the Provincial Civil Service or in the Excise Department

3 Article 478 of the Civil Service Regulations not to apply to such officers as entered the department before October 1905

4 Past services (before the reorganisation of the department) to be taken into consideration in calculating pension

5 All the officers of this department should be treated as gazetted officers

6 The position of ministerial officers of the department to be improved The pay of head clerks at sadr should be from Rs 50 to Rs 75 and of junior clerks in sadr offices and of clerks and muharirs in muffasil offices from Rs 25 to Rs 50

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* The statement was signed by 23 officers

APPENDIX IX

MEMORANDUM prepared by the ASSAM ADMINISTRATION on the REGISTRATION DEPARTMENT

1 **The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory?**—The present regulations as to recruitment and probation of sub registrars including special sub registrars are to be found in the rules framed under Eastern Bengal and Assam Govern

ment Notification, No 1728 G dated the 8th May 1907 of which a copy is forwarded herewith It is unnecessary for me to recapitulate them Special training is not required for registration work The rules as to probation and examination (II Nos 10–14) are sufficient safeguard against the retention of the services of unsuitable men

The present regulations are in my opinion satisfactory These rules I may add do not of course apply to *ex officio* sub-registrars who are governed by the rules of their own departments The districts of the Assam Valley Division where registration is light are entirely manned by them while the work in the districts of Sylhet and Cachar is practically all done by the sub-registrars proper

2 **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory?**

3 **The number of posts in each grade and the provision, if any, made in the cadre for leave and training**

(*a*) In 1890 five sub registrars known as special sub registrars and stationed at the district head quarters and the four sub divisional headquarters of the Sylhet district drew pay ranging from Rs 50 to Rs 75 a month plus commission either at 10 per cent or on the Bengal sliding scale Rural sub registrars were paid by commission generally at the rate of 50 per cent on all fees on which commission is payable They had to pay for their own establishment office accommodation &c *Ex officio* sub registrars most of whom were officers of the Provincial Executive Service received commission generally at the rate of 25 per cent on the fees realised They did the work of the Assam Valley

(*b*) There was no very material change between 1890 and 1900 though some additional officers were appointed In 1908 the department was reorganised on the same lines as had been sanctioned for Eastern Bengal In Sylhet and Cachar sub-registrars were divided into six grades (including one of probationers) remunerated by salary only and were amalgamated with the Eastern Bengal service the special sub registrars of the sub divisional headquarters being converted into ordinary sub registrars The remaining special sub-registrars were absorbed into the four grades of the Eastern Bengal service In the Assam Valley no change was made the work continuing to be done by *ex officio* sub registrars

(*c*) The present staff which was sanctioned by Assam Administration Memorandum No 2064 G dated the 21st April 1913 is as follows —

Sub Registrars

Grade	Number	Pay
		Rs
I	2	150
II	4	125
III	5	100
IV	6	75
V	2	50
Probationer	1	20 (Raised to Rs 30 by the order of the Government of India contained in their letter No 1474 dated the 16th September 1913)
Total	20	

There are also two special sub registrars on Rs 175—5—250 the pay rising by annual increments of Rs 5 This alteration was made in consequence of the separation of Assam from Eastern Bengal The chief changes were (1) the substitution of incremental rises of salary for the two special sub registrars their number not admitting of a graded service (2) the readjustment of the grading of sub registrars so as to restore the sanctioned proportion of the various grades

The two sub registrars in Grade V and the one probatitioner form a reserve for acting on leave and casualty vacancies When their services are not required for this purpose they work in the Sadr offices

The special sub registrars and sub registrars are, like sub deputy collectors non gazetted officers and are subject to the uncovenanted leave and pension rules Government has however delegated to the Inspector General of Registration the power of granting them leave subject to the condition of the fact being reported to Government before a certain date Extension of service beyond the age of 55 years is granted by Government in case of special sub registrars and 60 years in case of sub registrars Power of sanctioning extension to sub registrars up to 60 has been delegated to the Inspector General of Registration

4 **What appointments outside the authorised cadre are held temporarily or otherwise**—Outside the regular cadre there are 16 *ex-officio* sub registrars These are all, with the exception of one Mauzadar extra assistant commissioners whose registration work forms a part of their ordinary duties They receive by way of remuneration commission at the rate of 25 per cent Deputy commissioners are *ex officio* district registrars they receive no extra remuneration The present rates of pay and allowances including those dealt with under (ii) (iii) are in all cases satisfactory

5 **Whether any addition is required to the present cadre**—No addition is required to the present cadre

The 12th September 1913

A R EDWARDS
Offg Inspector General of
Registration Assam

ANNEXURE

The 8th May 1907

No 1728 G—The following rules which the Lieutenant Governor has been pleased to make to regulate the appointment and promotion of sub registrars are published for general information —

Rules for the Appointment and Promotion of Officers of the Registration Department

I—SPECIAL SUB REGISTRARS

1 Special sub registrars will ordinarily be recruited by selection from among the most competent of the sub registrars not necessarily from the higher grades and no sub registrar can claim to be appointed a special sub registrar on the ground of seniority or otherwise

2 Each district registrar shall one month after the publication of these rules submit to the Inspector General the name of the sub registrar in his district whom he considers best qualified for appointment as special sub registrar and the Inspector General shall enter the name of the sub registrar so selected in a register to be opened in his office which will be styled Register of officers selected for appointment as special sub registrar

3 Should the Inspector General consider a sub registrar who has been nominated by a district registrar under Rule (2) to be unfit for appointment as special sub-registrar he shall report the case to Government for orders

4 It shall be competent for the district registrar from time to time to request that the name of another sub registrar may be substituted for that of the officer originally nominated from his district if he is of opinion that the latter is inferior in capacity to the new nominee or that he has forfeited his claim to a nomination through neglect of duty or otherwise and the Inspector General shall correct his register accordingly unless he has strong reasons for disagreeing with the district registrar when he shall report the case for the orders of Government

5 The Inspector General shall have the right to enter in the register prescribed in Rule (2) the name of any sub registrar whom he considers fit for appointment as special sub registrar even though he has not been selected by the district registrar

6 Appointment to fill permanent vacancies in the office of special sub registrar will ordinarily be made by Government on the report of the Inspector General by selection from among the sub registrars whose names have been registered as aforesaid

7 The Lieutenant Governor reserves to himself the right to order the entry in the register of the name of any sub registrar who has not been selected by the district registrar or Inspector General or of any other person whose appointment as special sub registrar he considers desirable on public grounds

8 When the nominee of a district registrar has received a permanent appointment as special sub registrar the district registrar concerned will submit a fresh nomination to the Inspector General

9 Leave and other temporary vacancies in the office of special sub registrar will be filled by one of the sub registrars entered in the register of selected candidates prescribed in Rule (2)

10 Promotions to the different grades of special sub registrars will ordinarily be made by seniority with due regard to fitness but the Lieutenant Governor reserves to himself the right to give special promotion to any officer for meritorious service or for other exceptional reasons

11 The Inspector General should as far as possible himself inspect the offices of the sub registrars whose names have been entered in the register of selected candidates and he is empowered to remove from the said register the name of any candidate whom after inspecting his office he considers unfit for the post of special sub registrar

II —SUB REGISTRARS

1 Appointments will ordinarily be made in the first instance to the grade of probationer but the Lieutenant Governor reserves to himself the right to appoint a candidate to any of the grades of sub registrar on special grounds

2 Candidates for appointment as sub registrar must—

(a) be *bona fide* domiciled residents of the Province of Eastern Bengal and Assam,

(b) be under 25 years of age,

(c)– (i) have passed the first arts examination of the Calcutta University (or the corresponding examination of another recognised Indian University) or

(ii) have read up to the F A standard after having passed the entrance examination of the Calcutta University (or of another recognised Indian University) from the Anglo Persian Department of a madrassah; or

(iii) be passed students of the Arabic department of a madrassah and have satisfied the district registrar that they have sufficient knowledge of English to enable them to discharge efficiently the duties of sub registrar

(d) furnish a certificate of good moral character and before appointment (must) furnish a certificate of good health signed by the civil surgeon of his district

(e) if a Government servant be holding an appointment superior to that of a ministerial officer

The Lieutenant Governor reserves to himself the right to relax all or any of the above conditions in special cases

3 Candidates for appointment will in the first place submit their applications in a form to be prescribed by the Inspector General which will be available gratis at the office of the district registrar to the registrar of their district, and such applications will be filed by the district registrar in his office

4 When called upon by the Inspector General to submit nominations for the appointment of probationers the district registrar will consider the applications and after interviewing the candidates with due regard to fitness and family claims and social position and to the due representation of the different communities in the district shall submit to the Inspector General the names of the two candidates whom he considers best qualified for appointment as sub registrar

5 On receipt of the district registrar s nominations the Inspector General having regard to the qualifications of the candidates and to the due representation of different communities in the department shall select one of them and enter his name in the register of candidates for appointment as sub registrar maintained in his office The district registrar will be informed of the name of the candidate selected for his district

6 In addition to the names of the candidates nominated by district registrars and selected by the Inspector General the names of any candidates specially selected by Government shall be entered in the register of candidates

7 Permanent vacancies in the probationers grade will be filled by the appointment of candidates whose names have been registered as prescribed in Rules (5) and (6) as also will temporary vacancies to which it is not possible to post a sub registrar in grade V or a probationer

8 On the appointment of a registered candidate of a district to a permanent vacancy or in the event of his becoming over age or otherwise ineligible to hold an appointment, the district registrar will be requested by the Inspector General to submit fresh nominations and the procedure will be that laid down in Rules (4) and (5) District registrars are not debarred from renominating candidates who may have failed on a previous recommendation to be selected by the Inspector General provided that they are not over age

9 Sub registrars in grade V and probationers will be appointed to fill leave and other temporary vacancies and when not so employed will be posted to the head quarters of districts where they will work in the office of the special sub registrar

10 All officers will be considered to be on probation for two years after their appointment, and their services may be dispensed with at the end of this period if their work be found to be unsatisfactory At the expiry of the two years of the probationary period district registrars will submit a report to the Inspector General on the work and ability of officers

11 All officers will be required to pass an examination in the following subjects —

(a) The Registration Act and Rules and all circulars and circular letters issued by the Inspector General of Registration

(b) The Stamp Act and Rules

(c) The Court fees and Bengal Tenancy Acts and the rules thereunder so far as these Acts and Rules affect the procedure in registration offices

(d) Chapters VI and VII of the Civil Procedure Code

12 The examination will be held half yearly at such time and place as may be appointed

13 There will be one examination paper consisting of 12 questions, set by or by order of the Inspector

APPENDIX IX (*continued*)

General The maximum marks allotted will be 100 and examinees will be required to obtain 60 marks in order to pass

14 Officers failing to pass the examination within two years of their appointment will be liable to removal from the service or to suppression

15 Promotion to the different grades of sub registrars will ordinarily be by seniority subject to fitness

The Lieutenant Governor reserves to himself the right to grant special promotion to an officer for meritorious service or other exceptional reasons

J E WEBSTER
Secretary to the Government of
Eastern Bengal and Assam

APPENDIX X

MEMORANDUM prepared by the GOVERNMENT of MADRAS relating to the REGISTRATION DEPARTMENT

1 The present regulations as to recruitment, training and probation and whether these regulations are satisfactory

A Inspector General —The appointment is made by the Government and there are no rules as to the recruitment training or probation

B District Registrars —They are recruited by selection from among sub registrars of approved service and competency who have passed (*a*) the account test and (*b*) the civil judicial test and who possess a knowledge of at least two vernaculars sufficient to be able to transact official business

Sub registrars of the higher grades with the requisite examination qualifications for the post of district registrar are appointed to offices at head quarters stations which have been amalgamated with the registrar s office and are thus trained in the work of a registrar

C Sub Registrars —They are generally recruited from probationary sub registrars but occasionally from senior clerks of approved service after trial in acting vacancies

Sub registrars appointed after the 1st April 1912 are required to pass the criminal judicial test lower grade within two years of appointment

Officers obtain the requisite training whilst serving as probationary sub registrars and while acting as sub registrars in leave and other vacancies

D Probationary Sub Registrars —They are recruited preferably from graduates A working knowledge of at least one vernacular is necessary Undergraduate clerks of approved service who are found fit to hold the post of a sub registrar are also sometimes appointed probationary sub registrars

On appointment a probationary sub registrar is attached to a registrar s office where he is required to undergo training in all branches of work He is also required to pass departmental tests in Acts and rules and in a second vernacular within one year of appointment If he fails to pass the tests within this time he is liable to have his pay stopped or reduced until he passes them or to be discharged He is also liable to be discharged if he is found in any way unfit to be entrusted with the duties of a registering officer

The regulations work satisfactorily

2 The rates of pay and allowances in force in 1890 and 1900 and at the present time and whether the present rates of pay and allowances are satisfactory

A Inspector General —The pay was Rs 1 250 in 1890 and continues to be the same

B District Registrars

Grade	Rates of pay and allowances		
	1890	1900	At present (from 1st January 1913)
	Rs	Rs	Rs
I	*500	‡500	‡500
II	†300	400	400
III	†250	350	350
IV	†200	300	300
V	†175	250	250
VI	†150	200	200
VII	†100	175	—

* With a commission not exceeding Rs 100

† With a commission not exceeding Rs 50

‡ *Note* —The Registrar of Madras Chingleput and the personal assistant to the Inspector General of Registration drew and continue to draw a local allowance of Rs 50 each

C Sub Registrars

Grade	*1890	†1900	‡At present
		Rs	Rs
I (*a*)	Rs 90 + commission at the rate of 20 per cent on the collections subject to a maximum of Rs 600 for a full year	150	150
I (*b*)	, 75 + Do do		
II	60 + Do do	125	125
III	50 + Do do	100	100
IV	45 + Do do	90	90
V	40 + Do do	80	80
VI	35 + Do do	70	70
VII	30 + Do do	60	60
VIII.	, 25 + Do do	50	50

* Local allowance to sub registrars at two stations at Rs 15 per mensem

† Local allowance to sub registrars at four stations at Rs 15 per mensem

‡ Local allowance to sub registrars at two stations at Rs 25 per mensem and to sub registrars at seven other stations at Rs. 15 per mensem

APPENDIX X (*continued*)

D Probationary Sub Registrars

1890	1900	At present
Rs 20 per mensem for graduates and Rs 15 per mensem for under graduates, a commission of 20 per cent of the collections subject to a maximum of Rs 50 per mensem was paid in addition when placed in charge of registration offices	Rs 15 per mensem on first entertainment and Rs 20 on passing the departmental tests an allowance of Rs 10 per mensem in addition when in charge of a registration office	Rs 15 per mensem on first entertainment and Rs 20 on passing the departmental tests a local allowance of Rs 10 per mensem in addition when placed in charge of registration offices

The present rates of pay and allowances are on the whole satisfactory A memorial from probationary sub registrars is under consideration

3 The number of posts in each grade and the provision, if any, made in the cadre for leave and training

B District Registrars

	Number of posts
Grade I	1
II	2
III	4
IV,	4
V	5
„ VI	4

No separate provision is made for leave and training as the vacancies both permanent and temporary are filled from the grades of sub registrars

C Sub Registrars

	Number of posts
Grade I	23
II	34
„ III	115
„ IV	69
„ V	69
„ VI	69
VII	57
VIII	65

During periods of pressure temporary sub registrars are appointed to work jointly with the permanent officer

The probationary sub registrars form at present both the leave and training reserve

D Probationary Sub Registrars

There are 60 probationary sub registrars of whom as a rule 36 draw pay at Rs 20 per mensem and the rest at Rs 15 per mensem

No provision is from the nature of the appointment made in the *cadre* for leave and training

4 What appointments outside the authorised cadre are held temporarily or otherwise

B and C District Registrars and Sub Registrars

No appointments outside the authorised *cadre* are held temporarily or otherwise

D Probationary Sub Registrars

Probationary sub registrars are appointed when available to temporary joint sub registrarships

5 Whether any addition is required to the present cadre

B District Registrars

No addition is at present required

C and D Sub Registrars and Probationary Sub Registrars

A suggestion has been made to the Government that the existing *cadre* of probationary sub registrars is not sufficient in number for the leave vacancies and that the *cadre* of sub registrars itself should be increased so as to afford the leave reserve the probationary sub registrars reduced in number serving as the training reserve But the proposal has not yet come up to Government in a definite form

APPENDIX XI

Memorandum prepared by the Government of Bombay relating to the Registration Department

1 The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory ?

Methods of recruitment —The methods of recruitment for the various grades and the educational or other qualifications required are given below —

(*a*) The Inspector General of Registration and District Registrars are covenanted or statutory civil servants

(*b*) The inspectors of registration are recruited by selection from efficient sub registrars or from among the clerical establishment attached to the offices of the Inspector General of Registration or Sub Registrar of Bombay

(*c*) The sub registrars are appointed from among the clerical staff in the various offices under the control of the Inspector General of Registration or from probationer sub registrars

(*d*) The probationer sub registrars are selected by the Inspector General of Registration from among applicants of good education and possessing a knowledge of English a few are graduates In making selections regard is had to the desirability of distributing appointments equitably among different races and castes

Note —The local government have recently decided that the recruitment in the case of sub registrars shall be as follows —Of the 18 average annual vacancies of sub registrars about 11 are to be given to probationers three to sub registrars karkuns and four to other subordinates of the department

Training —A special course of training is prescribed for probationers who are required to pass the prescribed departmental test after six months training and are then put in independent charge of sub registrars posts generally a small charge in the beginning The subordinate staff get the necessary training in the course of their official duties

APPENDIX XI (*continued*)

Probation —The probationers or persons selected for sub registrarships from the subordinate staff of the department remain on probation for one year and after their work is approved by the registrar of the district they are confirmed in their appointments

Opinion as to whether the present regulations regarding recruitment, &c, are satisfactory or require modification.—They are satisfactory

Course of training for probationer sub registrars — Every probationer sub registrar on taking up his appointment is required to go through the following course —

Eight days will be devoted to the perusal of the following papers —

- Act XVI of 1908
- Table of fees
- Stamp Act II of 1899
- Rules and circulars
- The Transfer of Property Act IV of 1882 with amendments
- Tho Dekkhan Agriculturists Relief Act XVII of 1879 (Chapters VIII and VIIIA ameaded up to date and rules under the same)

The probationer will as he proceeds make notes of any doubts or difficulties which suggest themselves to him and will get them solved by the sub registrar in the morning of the day following

2 He should spend a week in taking thumb impressions

The sub registrar to whose office the probationer is attached should pay special attention to the training of the probationer in this branch of his study After training the probationer can like other sub registrars be examined by a gazetted officer and given certificate of proficiency

3 He will spend a week in observing the whole process of registration and examining the registers indexes and correspondence He will be required to read every instrument presented during the week and will furnish the sub registrar to whose office he will be attached with a memorandum stating whether the document is or is not properly stamped naming the article under which it is or should be stamped and adding whether the deed is or is not admissible for registration and, if the latter on what grounds

4 For the next week he should assist the sub registrar in making endorsements of admission and identification &c, on the deeds presented for registration and prepare receipts to be granted to parties and write the day and cash books

5 The next week will be spent by the probationer in performing the duty of a karkun in the sub registrar s office He will copy and index every document handed over to him by the sub registrar and will at the end of the day make a note of the quantity of work done by him to enable him to judge himself how much work his own karkun should get through in any given time

6 He should prepare the monthly return form and the statements to be submitted to the mamlatdar every month for the preparation of the Record of Rights

7 If during the probation period the sub registrar has an occasion to attend the private residence of a party the probationer should accompany him on one occasion to note the procedure to be followed in such cases

8 The probationer will devote two days to examining Indexes I-A I-B and II of the sub registrar and to preparing memoranda pointing out errors and omissions in them

9 Probationers working in the four Deccan districts where the Dekkhan Agriculturists Relief Act is in force should be occupied for a week in drawing up documents of agriculturists

10 Two days will be spent in drafting copying correspondence directing and stamping letters and observing the mode in which the office records registers &c are arranged

11 The remaining probationary period shall be employed by the probationer in doing any work (which should be changed from time to time) which may be entrusted to him by the sub registrar The sub registrar should also from time to time at his leisure examine him *viva voce* to judge whether he is making satisfactory progress

12 On finishing the course the probationer will have to undergo an examination for which a special paper will be sent by the Inspector General to the district registrar

13 The number of marks to be obtained by registration probationers for passing the Special Registration Departmental Examination shall be 75 per cent or 225 of the total number of marks viz, 300

2 The rates of pay and allowances in force in 1890 and 1900 and on the 1st April 1913, respectively—The annexed table shows the rates of pay and allowances in force in 1890 and 1900 and on the 1st April 1913

Statement showing the Rates of Pay and Allowances in force in the years 1890 1900 *and on the* 1st *of April* 1913 *respectively in the Registration Department Bombay Presidency*

1890				1900				1913			
No	Designation	Pay	Remarks	No	Designation	Pay	Remarks	No	Designation	Pay	Remarks
	Superior Staff	Rs			*Superior Staff*	Rs			*Superior Staff*	Rs	
1	Inspector General of Registration Stamps and Jails and Registrar General of Births Deaths and Marriages	2 000		1	Inspector General of Registration Stamps and Jails and Registrar General of Births Deaths and Marriages	2,000		1	Inspector General* of Registration and Registrar General of Births, Deaths and Marriages	2 325 + 250 allowance	
	District Registrars				*District Registrars*				*District Registrars*		
26	18 collectors in the Presidency proper 3 collectors in Sind 2 deputy commissioners in Sind 1 political superintendent of Palanpur Deesa 1 first assistant resident, Aden 1 collector of land revenue Bombay	*Ex officio*		26	18 collectors in the Presidency proper 3 collectors in Sind 2 deputy commissioners in Sind 1 political superintendent of Palanpur, Deesa 1 first assistant resident, Aden 1 collector of land revenue, Bombay	*Ex officio*		30	19 collectors in the Presidency proper 6 collectors in Sind 1 deputy commissioner in Sind 1 political superintendent of Palanpur, Deesa 1 assistant to the Political Resident, Aden or the officer acting in that capacity, who is resident at the Crater 1 political agent, Kolhapur 1 collector† of land revenue, Bombay	*Ex officio*	
	Subordinate Staff				*Subordinate Staff*				*Subordinate Staff*		
4	Inspectors of registration and stamps—			5‡	Inspectors of registration and stamps—			6‡	Inspectors of registration—		
	First grade 1	250			First grade 1	225			First grade 1	225	
	Second „ 1	175			Second „ 1	200			Second „ 1	200	
	Third „ 2	150			Third „ 1	175			Third „ 1	175	
1	Head assistant in the office of the Inspector General of Registration	150			Fourth „ 2	150			Fourth „ 3	150	
	District Inspectors of Village Registration				*District Inspectors of Village Registration*				*District Inspectors of Village Registration*		
4	3 district inspectors	100		4	3 district inspectors	100			Abolished		
	1 district inspector	85			1 district inspector	85					

Statement showing the Rates of Pay and Allowances, &c —continued

1890				1900				1913			
No	Designation	Pay	Remarks	No	Designation	Pay	Remarks	No	Designation	Pay	Remarks
	Sub Registrars				*Sub Registrars*				*Sub Registrars*		
1	Sub registrar of Bombay	350		1	Sub registrar of Bombay	350		1	Sub registrar‖ of Bombay	400—20—500	
								1	Joint sub registrar of Bombay	250—20—350	
178	Sub registrars in the Presidency proper	From Rs 12 to Rs 75	*Plus* 20 per cent fee commission	179	Sub registrars in the Presidency proper	From Rs 12 to Rs 60	*Plus* 20 per cent fee commission	231	Sub registrars in the Presidency proper (including 5 posts of clerks in the Bombay Sub Registry Office which are graded with sub registrars in the Marathi Division) (2 of 200 7 of 150, 11 of 125, 20 of 100 23 of 75 30 of 60 62 of 50, and 76 of 40)	From Rs 40 to Rs 200	
30	Sub registrars in Sind	—	Remunerated wholly by fee commission except the sub registrar of Karachi whose salary was fixed at Rs 100 per mensem	41	Sub registrars in Sind	—	Remunerated wholly by fee commission except the sub registrar of Karachi whose salary was fixed at Rs 100 per mensem	42	Sub registrars in Sind (1 of 150 1 of 100 1 of 90 2 of 75 3 of 60 8 of 50 10 of 40, 9 of 30 and 7 of 25)	From Rs 25 to Rs 150	
1	Sub registrar of Aden	—	Remunerated by fee commission	1	Sub registrar of Aden	—	Remunerated by fee commission	1	Sub registrar of Aden	120	
17	Sub registrars	*Ex officio*		17	Sub registrars	*Ex officio*		13	Sub registrars (3) in the Presidency proper and (10) in Sind	*Ex officio*	
190	Village registrars	From Rs 12 to Rs 18	*Plus* 20 per cent fee commission	190	Village registrars	From Rs 12 to Rs 18	*Plus* 20 per cent fee commission		Village registrars—Abolished		
								18¶	Probationer sub registrars in the Presidency proper	25	
								4**	Probationer sub registrars in Sind	20	

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* He is also the Settlement Commissioner and Director of Land Records

† Exercises only the powers of a registrar for hearing appeals

‡ This number includes the appointment of head assistant in the office of the Inspector General of Registration, who is graded with the inspectors

‖ He is also a registrar of joint stock companies and registrar under the Indian Life Assurance Companies Act and Provident Insurance Societies Act

¶ These are now reduced to 13

** These are now reduced to 2

Appendix XI (*continued*)

(iii) The Number of Posts in each Grade and the provision, if any, made in the Cadre for Leave and Training —The following table gives the number of posts in each grade —

INSPECTORS OF REGISTRATION

——	Number	Pay
		Rs
First grade	1	225
Second grade	1	200
Third grade	1	175
Fourth grade	3	150
Total	6*	

* This includes the appointment of the head assistant in the office of the Inspector General of Registration

SUB REGISTRARS

Presidency Town Sub Registrars

	Number	Pay
		Rs
	1	400 -20—500
	1	250—20—350
Total	2	

Mofussil Sub Registrars

	Number	Pay	
		Rs	
	2	200	
	8	150	
	11	125	
	1	120	
	21	100	
	1	90	
	25	75	
	33	60	
	70	50	
	87	40	
	9	30	For Sind only
	7	25	
Total	275		

Probationers in the Presidency Proper

Number	Pay
	Rs
13	25

Probationers in Sind

Number	Pay
	Rs
2	20

As regards provision for leave there is no grade of "leave reserve sub registrars in the sub registrars cadre as is the case in Bengal and Bihar and Orissa The probatitioner sub registrars who are 15 in number act in leave vacancies whenever available and in their absence district registrars and sub registrars karkuns are appointed to act in leave vacancies of sub registrars Special training as stated under heading (i) is given to probationer sub registrars who are accordingly qualified to act in leave vacancies of sub registrars Sub registrars karkuns and district registrars karkuns who get the necessary training in the course of their ordinary duties are not required to be specially trained to be eligible to take up acting vacancies of sub registrars

4 **What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various services** —The Inspector General of Registration holds in addition to his duties as Inspector General of Registration, charge of the combined post of Registrar General of Births Deaths and Marriages Director of Land Records and Settlement Commissioner

The district registrars are collectors or deputy commissioners and in some cases political officers

The superintendents of registration are superintendents of land records in addition

Sub registrars are in few cases members of municipalities or of district local boards and stamp vendors

The sub registrar of Bombay is the registrar of Joint stock companies in addition

The sub registrar of Aden is also clerk to the district registrar of Aden

APPENDIX XII

MEMORANDUM prepared by the ADMINISTRATION of the CENTRAL PROVINCES and BERAR relating to the REGISTRATION DEPARTMENT

The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory?—At present a member of the Central Provinces and Berar Commission holds the offices of Commissioner of Excise and Inspector General of Registration combined with the charge of several other miscellaneous departments Proposals have been submitted by the administration for the separation of the office of Inspector General of Registration with the miscellaneous departments from that of Commissioner of Excise and for the new post thus constituted to be held by a member of the Commission

Inspectors of registration offices are recruited from sub registrars or from the Ministerial establishment in the office of the Inspector General of Registration Sub registrars are drawn from the Ministerial staff in registration offices Both inspectors and sub registrars are appointed by the Chief Commissioner in accordance with sections 6 and 8 of the Indian Registration Act

Inspectors and sub registrars receive no special training but have to depend on the experience they have gained as sub registrars or as Ministerial officers in registration offices

Remarks—The Chief Commissioner is far from satisfied with the present system of recruitment and training The general standard of education is very low and the reputation of the department as a whole is not good The Chief Commissioner considers that the whole of the department must be overhauled The proposed appointment of a separate Inspector General of Registration is a first step in this direction and the Chief Commissioner is not at present prepared to make definite recommendations as to the system to be followed in making appointments to the lower ranks until the whole subject has been gone into by the new head of the department But it will probably be be advisable to recruit inspectors from the Provincial Civil Service and to make direct appointments of sub registrars so as to secure a better stamp of men

APPENDIX XII (*continued*)

2 **The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory**—The rates of pay and allowances in 1890 1900 and 1913 are shown below:—

Pay

—	1890			1900			1913		
	Central Provinces	Berar	Total	Central Provinces	Berar	Total	Central Provinces	Berar	Total
Inspectors on—									
Rs 200—10—250	1	—	1	2	—	2	2	1	3
Rs 200	—	—	—	—	—	—	—	1	1
Rs 120—5—150	—	1	1	—	1	1	—	—	—
Total	1	1	2	2	1	3	2	2	4
Salaried sub-registrars on—									
Rs 80*	—	2	2	—	2	2	—	—	—
Rs 75	1	—	1	—	—	—	—	—	—
Rs 70	—	2	2	—	3	3	—	—	—
Rs 60	—	5	5	—	7	7	—	—	—
Rs. 50	—	2	2	1	9	10	4	6	10
Rs 45	—	—	—	—	—	—	4	10	14
Rs 40	—	9	9	—	13	13	7	13	20
Rs 35	—	—	—	—	—	—	9	13	22
Rs 30	18	10	28	37	13	50	37	13	50
Rs 25	—	—	—	8	—	8	—	—	—
Total sub registrars	19	30	49	46	47	93	61	55	116

Commission

—	1890		1900		1913	
	Central Provinces	Berar	Central Provinces	Berar	Central Provinces	Berar
Ex officio (Tahsildar) sub registrar	Re 0–5–0 per registration	20 per cent on the total income of the office	Re 0–5–0 per registration	20 per cent on the total income of the office	†Re 0–5–0 per registration	20 per cent on the total income of the office
Ex officio (schoolmaster) sub-registrars	—	—	Re 0–8–0 per registration	—	—	—
Special salaried sub registrars	Re 0–5–0 per registration	—	*Re 0–5–0 and Re 0–3–0	—	‡Re 0–5–0 and Re 0–3–0	‖Re 0–5–0 and Re 0–3–0
Special unsalaried sub-registrars	Re 0–10–0 per registration	—	Re 0–8–0 per registration	—	—	—
Rural sub-registrars	—	§55 per cent	—	§55 per cent	—	—
Ex officio (Tahsil officials) doing the work of registration	—	5 per cent on the total income of the office	—	5 per cent on the total income of the office	Re 0–8–0 per registration	5 per cent on the total income of the office

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* Special salaried sub-registrars appointed prior to the issue of Circular letter No 182 dated the 24th February 1888 were paid by commission of Re. 0–5–0 per registration for the first 50 registrations in any month and Re 0–3–0 on every registration over and above 50 Special salaried sub registrars appointed after the date given above were paid by commission of Re 0–3–0 per registration

† The ex-officio sub-registrar (Tahsildar) Pachmarhi alone is paid by commission other ex officio sub registrars (Tahsildars) are not paid by commission

‡ The special salaried sub-registrar of the Nagpur office is paid commission at the rate of Re 0–5 0 per registration and the rest of the sub-registrars are paid at the rate of Re 0 5-0 per registration

§ 55 per cent on net receipts up to Rs. 200 20 per cent on net receipts over Rs 200 and up to Rs 400 10 per cent on net receipts over Rs 400 and up to Rs 600 and 5 per cent on net receipts over Rs 600

‖ 1st Class office, registering 500 documents 3 annas per registration
2nd Class office registering 501 –750 „ 5 „
3rd Class office, registering 751—1 200 „ 3 „
4th Class office, registering over 1,200 „ 5 „ „

Appendix XII (*concluded*)

Remarks—As already stated the Chief Commissioner is not ready to make definite recommendations but it may be said without hesitation that improvement of their pay is essential both for inspectors and sub registrars Government makes a large income from registration and can afford to offer better pay The work of the department offers an unfortunate facility for dishonesty and while such opportunities will from the very nature of the work perhaps continue to exist less advantage will be taken of them if a better class of men can be secured and this can only be done by improving the pay and prospects of the department

If inspectors are appointed from the Provincial Civil Service the question of their pay will not arise they would draw their grade pay as extra assistant commissioners and would merely be deputed to registration work for two or three years just as they are now deputed to settlement or other work of a special kind all that would be necessary would be to enlarge the Provincial Civil Service cadre to allow for the necessary number of appointments of inspectors of registration

But the prospects of sub registrars will have to be substantially improved The men recruited will be of a stamp that would enable them to be appointed as inspectors—whether the latter are separately recruited or temporarily appointed from the Provincial Civil Service as has been suggested But a career must be provided for them which when they are supervised by a reliable inspecting staff will offer reasonable inducements for them to run straight

3—Number of posts in each grade and provision for leave and training

Post	Number			Pay per mensen
	Central Provinces	Berar	Total	
				Rs
Inspectors	2	1	3	200—10—250
Inspector	—	1	1	200
Total inspectors	2	2	4	—
Salaried sub registrars	4	6	10	50
	4	10	14	45
	7	13	20	40
	9	13	22	35
	37	13	50	30
Total sub registrars	61	55	116	—

There is no provision for leave or training

4 **Appointments outside the authorised cadre**—No appointments outside the authorised cadre are held temporarily or otherwise by officers of the Registration Department

5—**Additions to the cadre**—No addition to the staff of sub registrars is required at present

There are at present only four inspectors too few in the Chief Commissioner s opinion to exercise the thorough supervision that is called for But even if this staff be strengthened it will always remain a small one and not large enough in itself to offer a career to reliable men of good position This is a strong reason for appointing inspectors from among extra assistant commissioners in the regular line who will have their own career in which service in the Registration Department will be only a temporary item

The general re organisation of the Department should as already remarked be one of the first cares of the new Inspector General of Registration

APPENDIX XIII

STATEMENT, with details by PROVINCES, of the CIVIL APPOINTMENTS on Rs 200 a Month and over held by EUROPEANS, ANGLO-INDIANS and INDIANS, on the 1st April 1913, in the REGISTRATION DEPARTMENT

TOTAL STATEMENT

Pay	Number of Employés in each Grade or Class.															
				Hindus (including Sikhs and Parsis)												
	Total	Europeans	Anglo Indians	Brahmans (including Shenvis)	Kshatriyas	Kayasthas (including Prabhus)	Baniyas and Vaisyas	Sudras	Other Hindus (i e, other than those shown in cols 5 to 9)	Total Hindus (cols 5 to 10)	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis (cols 11 to 13)	Muhammadans	Indian Christians	Buddhists
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs 200—300	44	—	—	17	1	8	2	3	1	32	—	1	33	9	2	—
300—400	11	—	—	5	—	1	—	—	—	6	—	—	6	3	2	—
400—500	5	—	—	2	—	1	—	—	—	3	—	—	3	1	1	—
500—600	2	—	—	1	—	—	—	—	—	1	—	—	1	1	—	—
1 200—1 400	2	—	1	1	—	—	—	—	—	1	—	—	1	—	—	—
Total	64	—	1	26	1	10	2	3	1	43	—	1	44	14	5	—

DETAILS BY PROVINCES

I.—*Madras*

Pay	Total	Europeans	Anglo Indians	Brahmans	Kshatriyas	Kayasthas	Baniyas and Vaisyas	Sudras	Other Hindus	Total Hindus	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis	Muhammadans	Indian Christians	Buddhists
Rs 200—300	9	—	—	5	—	—	—	2	—	7	—	—	7	1	1	—
330—400	8	—	—	5	—	—	—	—	—	5	—	—	5	1	2	—
400—500	2	—	—	2	—	—	—	—	—	2	—	—	2	—	—	—
500—600	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—
1 200—1 400	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	21	—	1	13	—	—	—	2	—	15	—	—	15	2	3	—

II.—*Bombay*

Pay	Total	Europeans	Anglo Indians	Brahmans	Kshatriyas	Kayasthas	Baniyas and Vaisyas	Sudras	Other Hindus	Total Hindus	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis	Muhammadans	Indian Christians	Buddhists
Rs 200—300	5	—	—	1	—	1	—	1	—	3	—	1	4	1	—	—
400—500	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
Total	6	—	—	1	—	1	—	1	—	3	—	1	4	1	1	—

III—*Bengal*

Pay	Total	Europeans	Anglo Indians	Brahmans	Kshatriyas	Kayasthas	Baniyas and Vaisyas	Sudras	Other Hindus	Total Hindus	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis	Muhammadans	Indian Christians	Buddhists
Rs. 200—300	17	—	—	6	1	5	—	—	—	12	—	—	12	5	—	—
300—400	1	—	—	—	—	1	—	—	—	1	—	—	1	—	—	—
400—500	2	—	—	—	—	1	—	—	—	1	—	—	1	1	—	—
500—600	1	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—
1 200—1 400	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—
Total	22	—	—	7	1	7	—	—	—	15	—	—	15	7	—	—

IV—*Bihar and Orissa.*

Pay	Total	Europeans	Anglo Indians	Brahmans	Kshatriyas	Kayasthas	Baniyas and Vaisyas	Sudras	Other Hindus	Total Hindus	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis	Muhammadans	Indian Christians	Buddhists
Rs 200—300	5	—	—	1	—	2	1	—	—	4	—	—	4	1	—	—
300—400	1	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—
Total	6	—	—	1	—	2	1	—	—	4	—	—	4	2	—	—

Appendix XIII (*continued*)

V —*The United Provinces of Agra and Oudh*

Pay	Number of Employees in each Grade or Class															
				Hindus (including Sikhs and Parsis)												
	Total	Europeans	Anglo Indians	Brahmans (including Shenvis)	Kshatryas	Kayasthas (including Prabhus)	Banias and Vaisyas	Sudras	Other Hindus (i e, other than those shown in cols 5 to 9)	Total Hindus (cols 5 to 10)	Sikhs	Parsis	Total Hindus, Sikhs, and Parsis (cols 11 to 13)	Muhammadans	Indian Christians	Buddhists
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Rs																
200—300	3	—	—	2	—	—	1	—	—	3	—	—	3	—	—	—
300—400	1	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—
Total	4	—	—	2	—	—	1	—	—	3	—	—	3	1	—	—

VI —*Central Provinces*

Rs																
200—300	4	—	—	2	—	—	—	—	—	2	—	—	2	1	1	—

VII —*Assam*

Rs																
200—300	1	—	—	—	—	—	—	—	1	1	—	—	1	—	—	—

APPENDIX XIV

Officials and Non Officials who furnished Written Evidence to the Royal Commission in connection with their Enquiry into the Registration Department but who were not orally examined

1 The sub-registrars and the clerks of the Registration Department United Provinces
2 M R Ry K M Sudarsanachariyar Avargal B A Registrar of Kristna.
3 M Muhammad Hussain Sahib Bahadur B A Registrar Madras Presidency
4 M R Ry T Krishnaswami Aiyar Avargal B A Registrar Madras Presidency
5 M R Ry T S Ramachandra Aiyar Sub Registrar Madras Presidency
6 M R Ry K Masilamani Mudaliyar Sub Registrar Madras Presidency
7 M R Ry P Srinivasa Chari Sub Registrar Madras Presidency
8 M R Ry G Srinivasa Rao Sub Registrar Madras Presidency
9 Muhammad Saiduddin Sahib Sub Registrar Madras Presidency
10 M R Ry P Karunakara Menon, Sub Registrar, Madras Presidency
11 M R Ry M Narayana Rao, Sub-Registrar Madras Presidency
12 Messrs Vasudeo Rajaram Gupta and Chintaman Sakharam Deole Honorary Secretaries, on behalf of the Deccan Sabha Poona
13 Babu Motilal Ghosh, Editor Amrita Bazar Patrika Calcutta
14 The Honourable Rajkumar Girjanandan Singh of Sheohar D L Muzaffarpur Bihar
15 Nurul Hasan Esq Inspector of Registration Offices Bihar and Orissa
16 Wahid ud din Haider Esq District Sub Registrar, Patna and 43 other Sub Registrars in Bihar and Orissa

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